

A CITIZENS COMMISSION: NO PLACE FOR HATE

Criminal Justice Act 2003: CHAPTER 44

An Act to make provision about criminal justice (including the powers and duties of the police) and about dealing with offenders; to amend the law relating to jury service; to amend Chapter 1 of Part 1 of the Crime and Disorder Act 1998 and Part 5 of the Police Act 1997; to make provision about civil proceedings brought by offenders; and for connected purposes.

[20th November 2003]

Be it enacted by the Queen's most Excellent Majesty, by and with the advice and consent of the Lords Spiritual and Temporal, and Commons, in this present Parliament assembled, and by the authority of the same, as follows:

145 Increase in sentences for racial or religious aggravation

(1) This section applies where a court is considering the seriousness of an offence other than one under sections 29 to 32 of the Crime and Disorder Act 1998 (c. 37) (racially or religiously aggravated assaults, criminal damage, public order offences and harassment etc).

(2) If the offence was racially or religiously aggravated, the court—

(a) must treat that fact as an aggravating factor, and

(b) must state in open court that the offence was so aggravated.

(3) Section 28 of the Crime and Disorder Act 1998 (meaning of “racially or religiously aggravated”) applies for the purposes of this section as it applies for the purposes of sections 29 to 32 of that Act.

146 Increase in sentences for aggravation related to disability or sexual orientation

(1) This section applies where the court is considering the seriousness of an offence committed in any of the circumstances mentioned in subsection (2).

(2) Those circumstances are—

(a) that, at the time of committing the offence, or immediately before or after doing so, the offender demonstrated towards the victim of the offence hostility based on—

(i) the sexual orientation (or presumed sexual orientation) of the victim, or

(ii) a disability (or presumed disability) of the victim, or

(b) that the offence is motivated (wholly or partly)—

(i) by hostility towards persons who are of a particular sexual orientation, or

(ii) by hostility towards persons who have a disability or a particular disability.

(3) The court—

(a) must treat the fact that the offence was committed in any of those circumstances as an aggravating factor, and

(b) must state in open court that the offence was committed in such circumstances.

(4) It is immaterial for the purposes of paragraph (a) or (b) of subsection (2) whether or not the offender's hostility is also based, to any extent, on any other factor not mentioned in that paragraph.

(5) In this section “disability” means any physical or mental impairment.

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FOREWORD

(by Lilian Greenwood MP, Chris Leslie MP and Graham Allen MP)

Nottingham has a history of encouraging, embracing and celebrating diversity - reflected in the many festivals, community events and facilities found in our city. From the noise and rainbow flags of the annual Pride march to the tastes and smells of an international food day at Arkwright Meadows Community Gardens, we come together to share and celebrate our common humanity.

Nottingham's strong and active community and voluntary sector has a long and proud record of promoting cohesion and as constituency MPs we enjoy many opportunities to recognise and promote their work.

But in our roles we also sometimes hear the individual stories that undermine the positive vision our city promotes: stories of fear, anxiety and isolation. Stories that reveal the deep human costs of hate crime. Whilst we all act, individually and collectively, to help and support constituents and work closely with others seeking to provide advice, advocacy and prevention work, we know that all of us are only seeing the tip of the iceberg.

Thanks to this ground-breaking report, drawing on the skills and expertise that Nottingham Citizens' constituent organisations bring to their work, we now know far more about the largely hidden problem of hate crime in our city and county. By uncovering the extent and nature of incidents of prejudice and hatred, the Nottingham Citizens Hate Crime Commission has provided a real opportunity for local partners - police, local authorities, health providers and voluntary organisations - to respond effectively, increase reporting rates and, most importantly, act to prevent future occurrences by building strong and cohesive communities that celebrate difference and practise tolerance rather than responding with hatred and violence.

There is much good practice to build on. From Mencap's Smile! Stop Hate Crime work in schools to Nottingham's 20 year Early Intervention programme to help babies, children and young people grow up with social and emotional skills, our city has valuable experience in challenging and preventing anti-social and criminal behaviours.

However the current economic and budgetary pressures facing the UK are especially acutely felt in Nottingham and Nottinghamshire and funding for our public services and support for the voluntary sector has been cut severely. Austerity measures have undoubtedly impacted our area's ability to undertake the work needed to tackle hate crime and support victims as effectively as in previous years. Greater insecurity, increased demand for scarce resources and political events at home and abroad have also added to the pressures on communities and fuelled the distrust that feeds prejudice and hatred. Partners face an extremely difficult environment within which to act and we welcome the Commission's acknowledgement and understanding of this wider context.

But the need for action is clear: our city and county must address the challenges set out in this report - absorbing its findings, considering carefully its recommendations and planning a future for Nottingham and Nottinghamshire in which hate crime has no place.



Left: Lilian Greenwood MP

Centre: Chris Leslie MP

Right: Graham Allen MP

INTRODUCTION

The CITIZENS' Commission: No Place for Hate is a community-led response to hate crime in our city and our county, crimes perceived by the victim or any other person, as being motivated by prejudice or hate.

Nottingham is one of the most diverse cities in the country; in a 2013 survey, 90% of Nottingham City Council respondents said that they “feel that their local area is a place where people from different backgrounds get on well together”. Clearly our diversity is something to be celebrated, yet substantial anecdotal experience exposed a darker response to this diversity; a substantial volume of hate crime. We sought to develop a more comprehensive picture of what communities, individuals and families face as well as to develop practical, realistic and radical recommendations for how hate can be tackled.

On June 9th 2014 we launched our commission, led by six independent Commissioners drawn from across our equality strands and across civil society. Supported by a small group of relevant experts, service users, taxpayers, civic authorities and citizens, these commissioners would go on to conduct, in just six months, the deepest piece of research into hate crime in Nottinghamshire ever conducted.

This report outlines the Commissioners' key findings and practical recommendations for change. It is based on over 1,000 survey responses, dozens of interviews, focus groups and expert submissions.

No introduction to this work would be complete without acknowledging the many individuals who made it happen, and particularly those individuals who having suffered hate crime chose to stand up and speak out, rather than remain on the sidelines.

It is telling that during just the short course of our Commission two major occurrences placed hate crime into centre stage, the extreme surge in anti-Semitic incidents during the summer's conflict in Gaza and the intervention by the former Director of Public Prosecutions, Lord Ken Macdonald calling our failure to tackle disability hate crime a “scar on the conscience” of the criminal justice system. In this community led Commission it has been our distinct privilege to unite the communities that so much seems to conspire to divide.

Some may find the contents of this report distressing or triggering, if so please do see our support section at the end of the report.

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Who Made This Happen?

"I'm concerned whether my family, my children, will be able to continue living here in safety"

Bishop Paul Thomas of the New Testament Church of God – Bishop Thomas, an ex-serviceman, leads on the Church's national committee representing 10,000 members while serving as a regional Bishop for the East Midlands. He is passionate about seeing justice done and has a long track record of community work.

Dr Musharraf Hussain OBE is the CEO and Chief Imam of the Karimia Institute. He has spent his life working for the peaceful integration of the Muslim community in the UK and is the Chief Editor of *The Invitation*, a family magazine and managing director of national, bilingual newspaper *Dialogue*. The three Karimia mosques in Nottingham have a regular attendance of over 1,700 for Friday prayers.

Mel Jeffs is the Manager of Nottingham Women's Centre. Founded in 1971 it is one of the oldest such centres in the UK and has over 9,000 service users each year. The Women's Centre leads a consortium of organisations working on the themes of gender and sexuality in Nottingham and runs a wide range of services for women.

Jo Mossman is a leading disability rights campaigner who serves on the One Nottingham's Equality and Fairness Commission. She works to improve rights, facilities and services for disabled people and on general equality issues for all citizens in Nottingham. She also contributes regularly to consultative forums such as Nottingham City Council's Disability Involvement Group.

Dr Max Biddulph is an Associate Professor in the University of Nottingham's Faculty of Social Sciences. He is a member of the Centre for Research in Schools and Communities and is a leading researcher in the area of Sex Education. Max leads the University's staff LGBTQ network.

Simon Smith is the Executive Director for Local Services at Nottinghamshire Healthcare Trust and has worked there since 2007. His whole career spent in the NHS, Simon has spent the last 15 years focussed solely on Mental Health and Learning Disability services where he believes the real challenge lies. Nottinghamshire Healthcare has over 8,000 staff and an annual revenue of £435 million.

Advisors: *Sajid Mohammed and Bilal Hussain from Himmah, John Buckley, Ankunda Matsiko and Simon Jones from St Nic's Church, Gabriel McKenna from Unison, Dr Loretta Trickett, Mark Simmonds and Robyn Theobald from Nottingham Trent University, Anna Ratcliff from the Nottingham Baptist Community, Pastor Clive Foster from the Pilgrim Church, Michelle Frimpong Santeng from Grace Church, Molana Asif Ali from the Karimia Institute, Dr Nathaniel Lewis and Dr Steve Legg from the University of Nottingham, Bethan Laughlin and Martin Skinner from the Emmanuel School, Karen Aspley and Denise Hickman from Nottinghamshire Mencap, Pastor Thipa and Mrs Thipa from the Calvary Family Church, Zaimal Azad from Nottingham Women's Centre, Dr Karen Worth from Nottingham Liberal Synagogue and Sarah Burton from Nottingham University Student Union.*

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EXECUTIVE SUMMARY, KEY FINDINGS & KEY RECOMMENDATIONS

"On the rare occasions I do go out, I don't go out alone. I became depressed, anxious and lost both my confidence and my independence.....I have a progressive condition, the stress and abuse have moved it on"

Our Story

On March 2nd this year at a gathering of 188 leaders from across Nottingham Citizens 40 member institutions Bilal Hussain, a young Muslim leader, shared his story. He spoke of how his father had been hospitalised after being stabbed with a screwdriver in a racially motivated attack. The perpetrator was never found.

That night twenty people volunteered to join a team and scope out the potential for action. When early research found that in the year 2013/2014 there were only 696 hate crimes recorded in Nottinghamshire, exactly the number of incidents of racist abuse we had found directed at 130 taxi drivers in a single week only one year before we knew we had to act. All major public authorities and experts alike agreed the reported level of hate crime was just a fragment of that experienced by communities.

With support from students on research placements from the University of Nottingham's Sociology and Social Policy, Geography and Politics courses as well as Nottingham Trent's Sociology degree programme our research team began their work. Nottingham Trent University's Centre for the Study and Reduction of Hate Crime and Dr Loretta Trickett in particular proved invaluable in the early days helping design our survey, research schedule and qualitative programme to ensure it met the highest academic and ethical standards.

Our Commissioners set out not to apportion blame. They set out to seek a true understanding of the current situation, to give voice to the day to day experience of communities experiencing hate and to show, with action, that we can stand together against hate despite historical divisions and distrust.

Key Findings

- Reporting rates vary from 13-34% meaning there are likely to be around 5 times the number of hate crimes experienced and identified by victims across the county as are reported to Nottinghamshire police. That's a missing 2,800 crimes.¹
- That weak public and professional understanding of what constitutes a hate crime means that actually the real figure for the number of hate crimes committed is substantially higher than even this figure.
- There has been a 40% drop in the number of hate crimes recorded by Nottinghamshire Police over the past five years since the Hate Crime Monitoring Project and specialist officer teams were disbanded.
- Nottinghamshire records only 40% of the hate crime recorded in Leicestershire despite there being little serious evidence to suggest that levels of hate crime in the smaller constabulary are significantly lower than they are in Nottinghamshire.

- Hate crime breakdown in Nottinghamshire across equality strands is broadly reflective of the national experience, however in our online survey 38% of women reporting a hate crime explicitly¹ linked this to their gender, a category currently unrecognised in anti-hate crime legislation, enforcement and data collection.
- Hate crimes and even “lower level” hate incidents were found to have very serious consequences for victims, their psychological wellbeing being acutely undermined.
- The criminal justice system is failing to monitor and publicise the effective use of the law because there are no reliable statistics regarding the frequency and severity with which sentence uplift is applied – the additional sentencing powers, created through legislation, allowing for tougher sentences to be applied to recognise the additional offence that comes from targeting someone for a core element of their identity.
- Of 262 hate crime victims identified in the preliminary round of our survey, many of whom had experienced repeated victimisation, only 7 were aware of cases arising from their experience having proceeded to court, of which only 2 resulted in a conviction as far as the victims were aware - less than 1%, and in neither case was the victim aware of sentence uplift having been applied.

Key Recommendations

- A new interagency panel be established to ensure 1) scrutiny of closed and open cases, 2) review and coordination of responses to high risk and difficult cases brought by involved agencies, 3) a learning and capacity building function.
- The consolidation of commissioned services to create one unified Joint Hate Crime Services Hub to provide: 1) victim support and advocacy within the justice system, 2) accountability, scrutiny and learning support for the police and wider criminal justice system, and 3) prevention and reporting promotion.
- That Nottinghamshire Police create a dedicated, specialist Hate Crime officer team
- That Nottingham City Council create a dedicated specialist post within Community Safety responsible for tackling hate crime across the local authority area.
- That all pertinent public agencies develop, as a priority, substantive and coordinated strategic plans to tackle hate crime.
- That citizens and civil society take seriously their responsibilities to end hate crime, forming attitudes, responding to emergencies, encouraging reporting of hate crime and holding public agencies to account.
- Nottinghamshire Police should work with Nottingham Women’s Centre and other groups specialising in gender equality to monitor crimes and incidents motivated by misogynistic intent and should disambiguate the “religious” category of hate crime to respond to local needs.

Nottingham Citizens is an alliance of 40 communities from across the city and county which work together to take responsibility, hold authorities to account and promote the common good. Part of the national network, Citizens UK, these communities have over 90,000 individual members in and around Nottinghamshire.

For press queries or further information on the content of this report please contact George Gabriel on 07969151841 or george.gabriel@nottinghamcitizens.org

¹ A figure lent further credibility by its similarity to the level one could reasonably extrapolate from the

The Story Of Our Commission

"I go out very rarely; I don't feel safe when I do. I don't feel safe in the house either"

December 2013 to March 2014 – Nottingham Citizens' 40 member communities conduct their listening campaign, engaging over 3,000 people in conversation about the common good in Nottinghamshire seeking to discover what our priorities for action might be

March 2nd 2014 – 188 leaders sanction a team of 20 to conduct initial research into Hate Crime in Nottinghamshire at a Nottingham Citizens Discerning Event in Trent Vineyard Church

March 11th Hate Crime survey piloted with 100 initial participants

April 20th 2014 - 216 leaders jointly agree the need for an independent CITIZENS Commission into hate crime

June 9th 2014 - 258 people gather in St Nic's Church to launch our Commission. Cllr Merlita Bryan, Patron of the Commission, opens proceedings. Cllr Dave Liversidge, portfolio holder for community safety, Police and Crime Commissioner Paddy Tipping and Chief Constable Chris Eyre all pledge their support

June 9th 2014 – launch of Hate Crime Commission featured on BBC East Midlands Today, BBC Radio Nottinghamshire and Notts TV

June - August 2014 – Over 1,000 survey responses collated and analysed

July 2014 – Interviews and focus groups begin

July 2014 – Expert submissions received from dozens of agencies, fact finding team in contact with local authorities, police forces and civic agencies across the country to seek out best practice

September 2014 – Analysis of quantitative and qualitative research begins

Mid-September 2014 - Report writing starts and concludes

October 9th 2014 – Report launch in front of over 400 people in Nottingham Trent's Newton Arkwright building. Commitments sought from the Chief Constable, Police and Crime Commissioner and Portfolio Holder

Definitions And Design

"I almost feel stupid talking about it and would not have reported it"

Our study makes use of the commonly accepted definitions of both "hate crime" and "hate incidents" in order to gather data and make recommendations pertinent to the legal context, particularly given the legislative framework which prescribes the increase of sentence, or "sentence uplift", for crimes motivated by hatred of one of the recognised equality strands:

A Hate Incident is any incident, which may or may not constitute a criminal offence, which is perceived by the victim or any other person, as being motivated by prejudice or hate.

A Hate Crime is any hate incident, which constitutes a criminal offence, perceived by the victim or any other person, as being motivated by prejudice or hate.

This definition however is problematic. Many respondents articulated reluctance to define an incident as "hate", rather than "hostility". "Hate" is often perceived as too strong a term to what many individuals sadly

experience as just another part of everyday life. At the same time others, (as in the below response) demonstrate a lack of understanding of what could constitute a criminal act, though the individual in question suffered repeated incidents of public verbal harassment and intimidation because of her faith and race.

"I did not feel these incidences were serious enough to be a 'crime'"

There are many contributing factors behind the under reporting we explore throughout this report, yet the definition is certainly problematic. In the following sections we first lay out the key findings of our quantitative and qualitative research, as set against national figures. Subsequently we analyse and explore how to address the three key challenges emerging from this report:

- 1) **The challenge to respond effectively** – how the criminal justice system tackles hate crime,
- 2) **The challenge to increase reporting** – how to promote reporting of hate incidents and hate crime,
- 3) **The challenge to prevent** – the task of building relationships and understanding across and among difference. These challenges are deeply interconnected. Without reporting the criminal justice system cannot act, without confidence in the criminal justice system individuals are unlikely to report.

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PART 1

Hate Crime In Nottinghamshire

“A man tried to mug me, aggressively threatening to smash my “chink face in” because I wouldn’t back down after he told me to go back to my country”

Our survey of 1,000 people and subsequent qualitative investigation represents the largest single study of hate crime in Nottinghamshire to date. Here below is a summary of our quantitative work drawing also on a range of some of the evidence submissions received by our Commissioners.

The survey was promoted through a wide number of channels: an online survey promoted through mailing lists and social media, a hard copy survey promoted through community organisations and a significant community gatherings. It is important to note therefore it does not represent a truly random sampling of the population. That said, academic consensus is clear - to conduct truly randomised surveys on hate crime in an area the size of Nottinghamshire would hugely resource intensive, to gather a sufficient sample size to yield meaningful analytical findings on some of the equality strands would require a truly enormous effort. The methodology used in this report is in keeping with all other comparable studies. Readers will see as well that wherever possible we cross reference our own findings with comparable national data, the broad corroboration of our findings is testimony to the quality of the research and the academic standards it was held to by members of faculty at both Nottingham Trent University and the University of Nottingham.

Our Sample

We conducted an initial analysis of 889 completed survey responses and subsequently supplemented them to make up for underrepresented groups. The figures below stem from our analysis of these 889 respondents whose gender broke down as 45% male, 53% female and 2% transgender (see Figure 1).

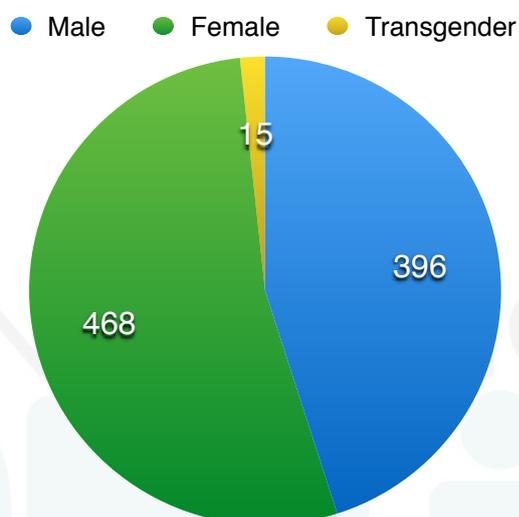


FIG 1 Gender of Respondents

Respondents ranged from 16 to over 75 years of age (see Figure 2). Older members of the community were underrepresented in this sample, though Nottingham in particular has an unusually young population due to the two university communities, so further research into the experience of older citizens would likely be a useful addition to the work here detailed.

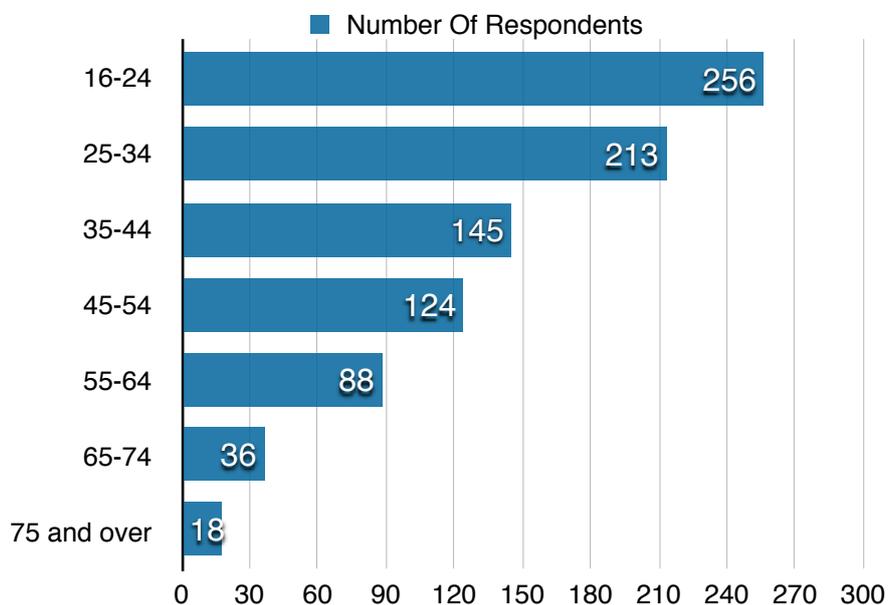
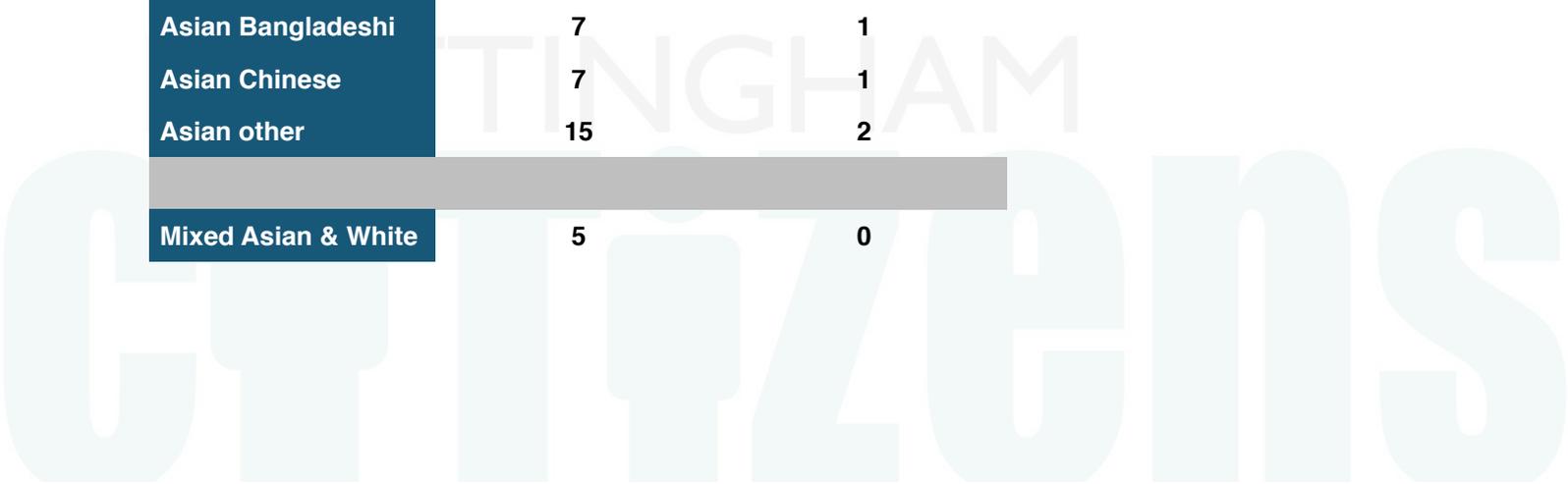


FIG 2 Age Profile of Respondents

The sample was of a very mixed racial makeup, generally reflective of the Nottinghamshire population (see Table 1), while 97 respondents identified themselves as members of the LGBTQ community.

Ethnic Origin	Number	Percent
White British	549	62
White Irish	10	1
White other	38	4
Black African	35	4
Black Caribbean	18	2
Asian Indian	15	2
Asian Pakistani	151	17
Asian Bangladeshi	7	1
Asian Chinese	7	1
Asian other	15	2
Mixed Asian & White	5	0

TABLE 1 Ethnic profile of those taking part in our survey



Ethnic Origin	Number	Percent
Mixed Black African & White	3	0
Mixed Black Caribbean & White	6	1
Mixed other	7	1
Arab	8	1
Irish Traveller	1	0
Other ethnic group	7	1
Total:	882	100

Captured Experiences Of Hate

“As a child I had men shout comments such as “are you legal yet” at me”

The below table represents the total recorded hate crimes and hate incidents in Nottinghamshire as recorded by Nottinghamshire Police:

	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15
Hate Crime	1175	914	767	593	696	168
Hate Incident	598	559	555	632	702	185
Total:	1773	1473	1322	1225	1398	353

Hate Category	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15
Disability	92	81	82	78	90	22
Race	1424	1201	1063	1003	1138	284
Religion	39	47	24	22	43	7
Sexual Orientation	225	158	160	125	139	44
Transgender	5	6	2	6	5	6

These proportions of recorded hate crime locally tally reasonably well with the national break down of hate crimes recorded by the police and collated by central government².

Strand	2011/12	2012/13	TABLE 2 National breakdown of hate crime by strand
Disability	1757	1841	
Race	36016	35885	
Religion	1622	1573	
LGB	4362	4267	
Transgender	309	361	

In our own study 262 (29%) of our respondents reported having been a victim of hate crime. The breakdown by equality strand is listed here below (see Table 3) and follows a similar distribution to the Police figures. It is important to note that some individuals identified multiple victimisations, for example an individual attacked because of their ethnicity and sexuality at once. The major discrepancy between our figures and the police break down is the higher volumes of crime motivated by a person's religion. The bulk of these instances were Muslim women mostly of Asian descent. Judging from our qualitative responses it seems that members of Nottingham's largely Muslim Kashmiri community are more likely to suffer racial abuse if male, and religiously attributed abuse if female as a key public signifier of their identity is often religious dress. This highlights the important interconnectivity of people's identities and how they are targeted in hate crime, this one example brings together race, gender and faith and so poses a challenge to the criminal justice system – the importance of effective categorisation so hate can be understood and properly tackled.

When situated with other similar studies our figures identify a similar rate of hate crime victimisation in Nottinghamshire than elsewhere³, all such in depth studies however reveal levels of hate crime very substantially higher than those being reported to the police.

Strand	Respondents	TABLE 3 The pertinent equality strand reported by respondents.
Disability	28	
Race	119	
Religion	99	
LGBT	42	

In addition to the above breakdown of respondents according to the legislatively identified equality strands a number of female respondents reported being victimised because of their gender. There is a growing acknowledgement of the scale of violence towards women including: domestic violence, rape and sexual violence, sexual harassment, female genital mutilation, forced marriage, crimes in the name of honour, trafficking and sexual exploitation, as well as what is commonly called 'everyday sexism' -instances of

² <https://www.gov.uk/government/statistics/an-overview-of-hate-crime-in-england-and-wales>

³ 31% of respondents had been victims in the Welsh Study for example - <http://www.cardiff.ac.uk/socsi/research/publications/Time%20for%20Justice-All%20Wales%20Hate%20Crime%20Project.pdf>

sexism experienced by women on a day to day basis, ranging from verbal harassment to unwanted touching, often in public spaces.

It is significant that gender, beyond reporting of crimes against people who are transgender, is not currently a hate crime category and for this reason our surveys did not reference gender initially. However, as we started to analyse the surveys we saw this as an emerging trend – for example, of the online surveys completed, 38% of women reporting a hate crime explicitly linked this to their gender. We will consider this in more detail in the next section.

Respondents reported that the hate crimes took place in a variety of locations (see Table 4), with a large majority occurring in public.

Place	Number
At work	40
At home	49
On public transport	27
In public	164
At school/college/university	12

TABLE 4 location of hate crimes identified by respondents. Some respondents did not identify where the incident took place

There was also a wide range in the type of hate crime that was experienced, with the most prevalent being harassment (see Figure 3), followed by assault and criminal damage.

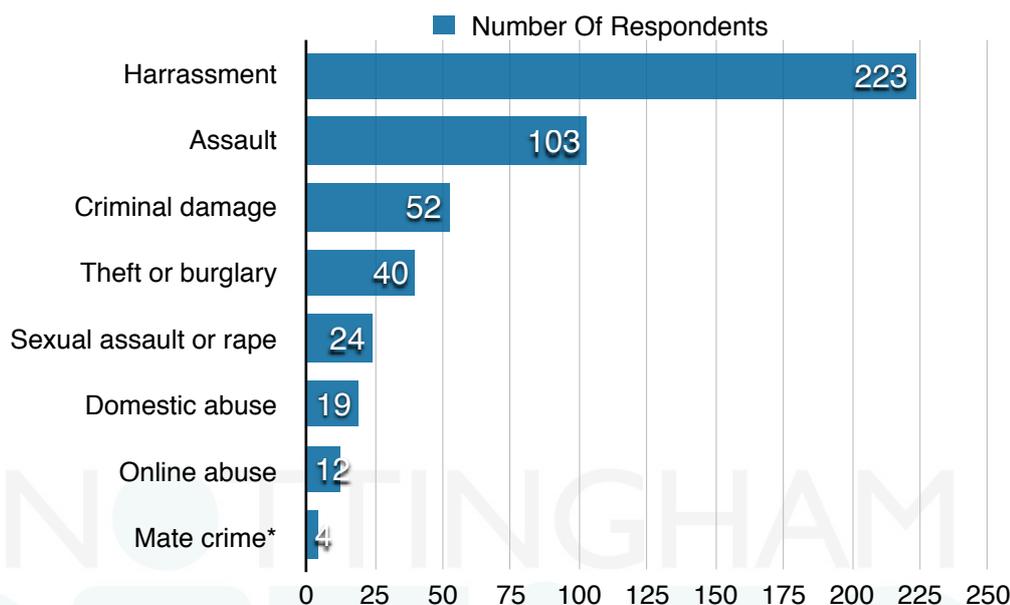


Figure 3 types of hate crime identified by respondents

* A 'mate crime' (as defined by the Safety Net Project) is when vulnerable people are befriended by members of the community who go on to exploit and take advantage of them. The high total number for categories above is a result of people who had experienced repeat victimisation or cooccurring victimisations, for example someone who had been physically attacked while being robbed.

22 respondents knew the offender, 86 were accosted by strangers and 20 respondents reported having been a victim of hate crime by both people they knew and strangers. Meanwhile the frequency with which people were victimised varied dramatically (see Figure 4).

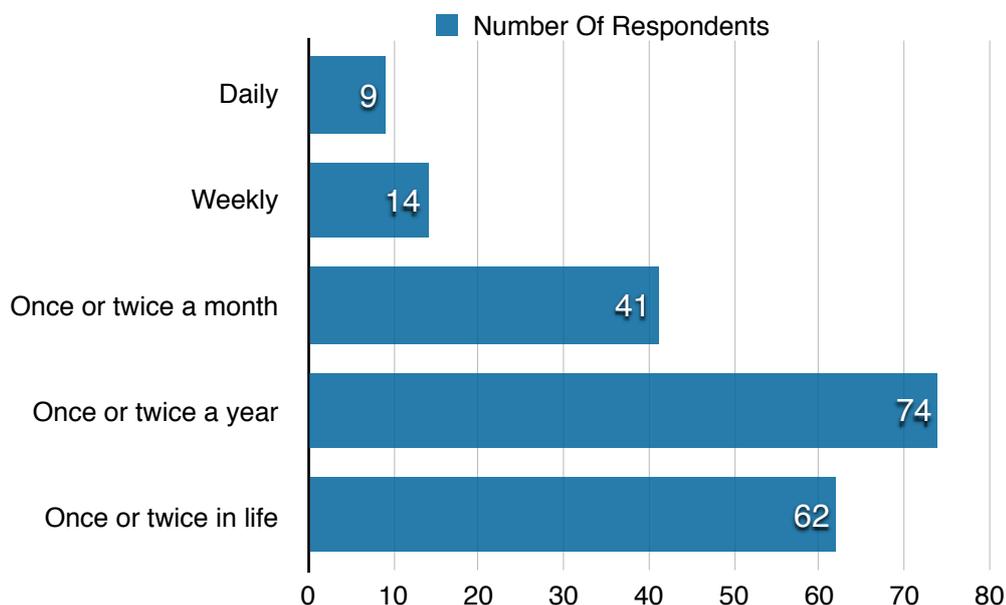


FIG 4 the regularity with which respondents reported suffering

42 respondents reported that the offence was undertaken by one person, whilst 68 respondents reported that there was more than one offender. 27 respondents reported receiving help when the incident took place, 84 reported having no help.

Victim Impact

“Looking back I can see it has had a significant, long lasting impact on my self-esteem and general wellbeing”

The impact of hate on its victims is substantial. Our qualitative research uncovered extremely serious crimes motivated by hate which had gone unpunished. The pain caused, and still felt often many many years later was extreme. In just the range of interviews we conducted were examples of a lesbian raped on a daily basis and a young man with disabilities beaten up and deemed incapable of identifying the perpetrator by authorities.

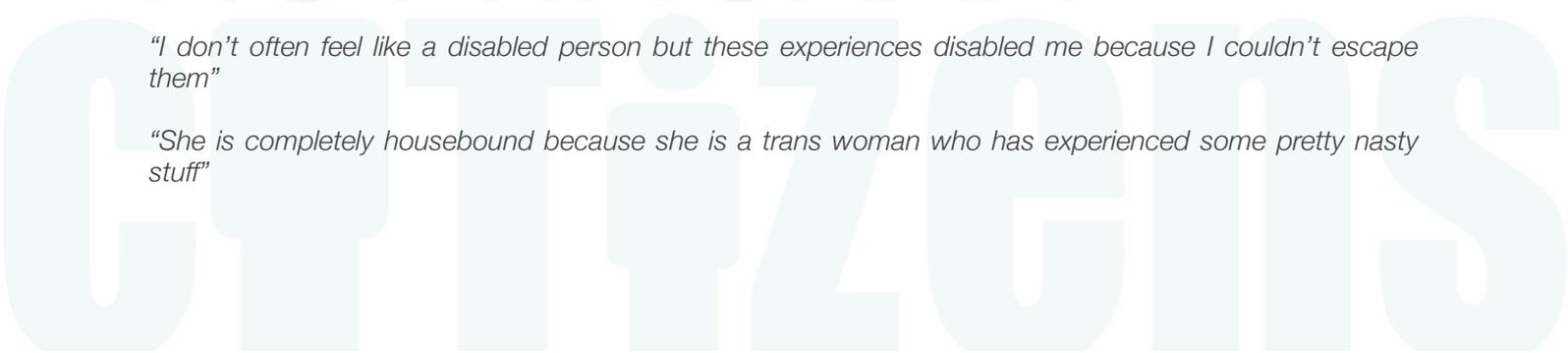
Our interviews and focus groups however found that even the “low level” persistent incidents, usually harassment and verbal abuse, had a pervasive effect on the victim’s state of mind, sense of safety and overall wellbeing. Here are a selection of quotes from participants in our focus groups and qualitative interviews from different equality strands:

“When you’re an ethnic minority it is usual to be called a paki”

“When you convert you get told that when you convert you will get targeted... If you want to convert to a particular faith you’re almost warned before you even join”

“I don’t often feel like a disabled person but these experiences disabled me because I couldn’t escape them”

“She is completely housebound because she is a trans woman who has experienced some pretty nasty stuff”



"It feels humiliating, they've distinguished you because you're vulnerable... It's not because they fancy you, it's because you are a weak target." (Female Respondent)

"Being called a "dyke" and a "fucking lesbo" who needs to be "raped to be shown right" in town whilst with my partner"

It is important to stress that what might be considered "less serious" incidents of verbal abuse were reported to be extremely damaging to the self-confidence and feelings of safety among victims. At the same time as our study academics at the University of Leicester led their own investigation into hate crime. Their programme of over 300 qualitative interviews compiled the deepest research done to date on the impact of hate crime on its victims.

The Leicestershire research found 95% of victims felt that hate crime had detrimentally affected their quality of life, with feelings of depression and thoughts of suicide cited by high numbers of people targeted because of their mental ill-health, transgender status and learning disabilities. Fear of repeat victimisation was high, particularly in cases of harassment (67%) and verbal abuse (64%).

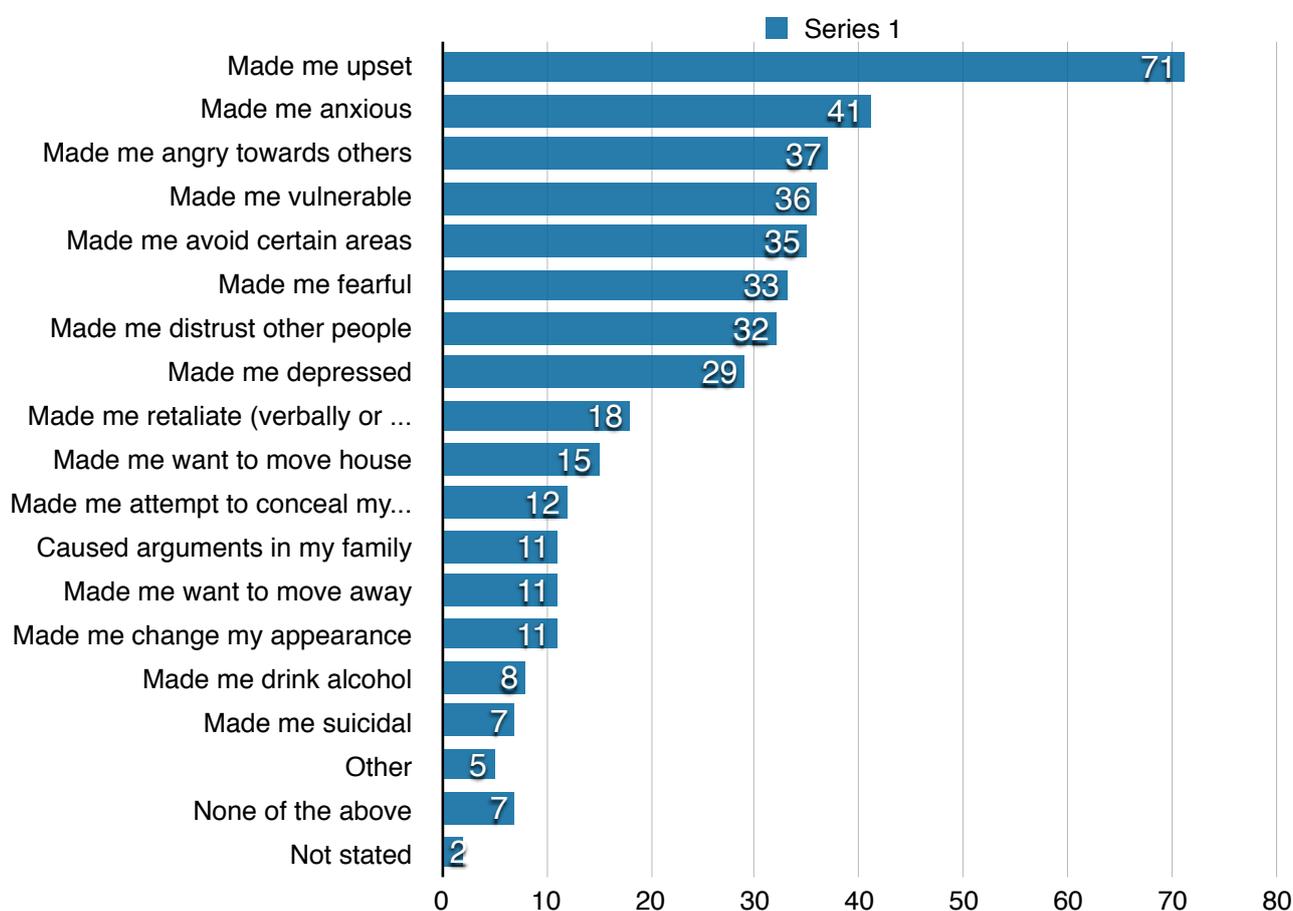


FIG 5 Reported psychological consequences in the Leicestershire Study

The above graph, drawing on the Leicestershire projects research, should be deeply concerning to citizens and public authorities alike. If our quantitative sample is at all representative very large numbers of people across the equality strands, and beyond when one considers misogynistic motive, are having to hide their identities, live in fear and anxiety and have their wellbeing profoundly undermined.

Substantial evidence points to the importance of hate crime victims being informed as to what is happening with their case and what outcomes have been achieved. Below in good practice we highlight some strong protocols Nottinghamshire Police have developed around this in the early stages, but it is important to stress that this is of continuing importance as cases progress.

As an unrecognised equality strand it's important to stress that other research has shown the similar impact of everyday misogyny on women's mental health. For example the correlations between everyday (nonviolent) sexism and the development of trauma symptoms in women⁴ and the negative effect everyday sexist incidents have on women's psychological wellbeing and self-esteem⁵. One respondent summed up the regularity of this type of harassment and the impact on her daily life:

"I have been repeatedly shouted at in the street since 13 years of age and this continues to this day. The shouts at times have been very sexually explicit and have caused me to fear for my personal safety, to take a different route, quicken pace, telephone for help etc. I have been followed by strangers and had to take a different more public route to avoid risk of assault I feared may otherwise occur...I have been repeatedly sexually assaulted in clubs and pubs. If I go out in Nottingham it happens on at least 50% of the nights I have been out socialising. Some episodes far more severe than others...I believe all of these incidents happened because of my gender and because of the attitudes of some towards my gender - i.e. they consider my bodily integrity to be unimportant because I am female."

⁴ Berg, S: Everyday sexism and posttraumatic stress disorder in women: a correlational study. 2006

⁵ Swim, J.K. ,Hyers, L.L.,Cohen, L.I., Fergusson, M.J: Everyday sexism: Evidence for its incidence, nature, and psychological impact from three daily studies in Journal of Social Issues vol. 57, no. 1 2001

PART 2

Reporting And The Criminal Justice System

“The police weren’t bothered, it was the last time I reported something to them”

Our research found reporting to be a complex function of a number of factors. Reporting can be hampered by a range of factors internal to the victim: their understanding of the law and what constitutes a hate crime, their motivation to see offenders brought to justice, their perceptions of the cost of reporting whether it be a fear of reprisals or simply a question of time, and in large part, their confidence in the criminal justice system to take meaningful action in response to the reported incident. It is therefore difficult if not impossible to consider reporting in isolation from performance and perceived performance of the criminal justice system.

If hate crime is not reported officers cannot investigate, charges cannot be brought, prosecutions cannot be launched, and criminals and victims cannot receive justice. The gulf between hate crime occurring and the number of hate crimes reported is widely acknowledged and of grave consequence.

82 (34%) respondents stated that they reported *any* crimes to the police, whilst 47 (13%) reported *all* crimes (see Figures 6 and 7).

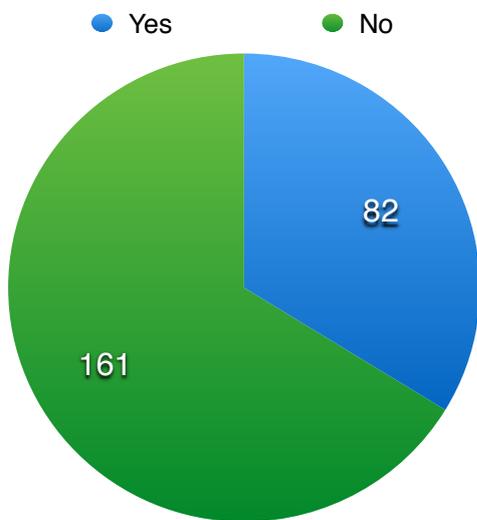


FIG 6 Reported any crime

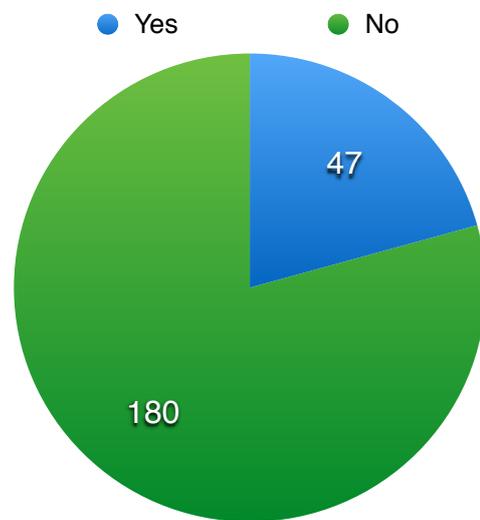


FIG 7 Reported all crime

These low levels of reporting make judging the effectiveness of the response from the criminal justice system difficult. These levels are comparable to those in other studies. In the recent Leicester University study for example 76% of their respondents had not reported their most recent experience of hate crime to the police⁶. These low levels of reporting are a very substantial problem, and make gauging the

⁶ Leicester University 2014

effectiveness of the criminal justice system's response still more difficult. In our research the reasons most commonly given by respondents who did not report the crime were:

- *“Didn't think the police could do anything due to lack of evidence”*
- *“Didn't feel the offence was serious enough”*
- *“Felt the police wouldn't do anything about it”*
- *“A lack of time to report it”*

While carrying out the qualitative and quantitative research in this report it rapidly became apparent that there were a number of deeper reasons, originating in substantial community police tensions and problems of categorisation.

Women who reported experiencing what they considered gender-motivated hate crime were even less likely to report. From the online survey responses only 28% stated that they reported any crimes to the police and none stated that they reported all crimes. Of course, currently most of these crimes would not be categorised as a hate crime but would fit under other types categorisation⁷.

Meanwhile conflict with the police was identified as a key source of under reporting with BME communities and LGBT groups as well. Historic tensions and experienced abuses all substantially undermined these communities faith in the police and so too their inclination to report hate crime.

So what can we learn about the level of hate crime in Nottinghamshire and it's level of reporting? By studying annually released data, collated by the Association of Chief Police Officers and shared through their anti-hate crime initiative True Vision⁸, and analysing it comparatively for the first time this report sheds light on the comparative performance of the criminal justice system and the community support infrastructure available in Nottingham and Nottinghamshire. This is a blunt tool, and we must be cautious about inferring too much from the limited data available, but by contextualising the figures by population size and remaining conscious that a substantial majority of such crimes nationwide are race based therefore leading to higher levels of hate crime in diverse constabularies, some useful comparisons can be made.

Such comparisons should be made carefully, yet the picture revealed is striking and suggests substantial underperformance in Nottinghamshire where the police recorded fewer hate crimes than West Mercia, Staffordshire and Hertfordshire despite having similar population sizes. Nottinghamshire Police recorded just 41.6% the number of hate crimes recorded in Leicestershire in 2012/13, a relatively similar constabulary with a smaller population size.

Force Area	Recorded Hate Crimes	Population
Metropolitan	1757	7813.5
Greater Manchester	36016	2629.4
West Midlands	1622	2655.1
West Yorkshire	1938	2249.5

⁷ Although hate crime towards gender is not recognised under law, some areas have taken steps towards better recording of the types of incidences that could have otherwise fallen under this bracket. For example, the British Transport Police (BTP) have made a change to processes whereby if a criminal offence has been committed which is not a 'traditional' sexual offence (any crimes under the Sexual Offences Act 2003 plus a couple of other common law offences), they now have a marker on their system which highlights this as a sexual related offence. They give the example of a situation where a female is on a train and subjected to some verbal sexual harassment. This would be recorded as a public order offence under British law and not get considered under the analysis of sexual offences. However BTP now place a 'marker' which indicates that this has a sexual element to it, allowing them to analyse where and when these types of offences occur so that they can deploy officers and tactics accordingly.

⁸ http://report-it.org.uk/files/acpo_recorded_hate_crimes_2012-13_as_posted.pdf

Force Area	Recorded Hate Crimes	Population
Leicestershire	1426	993.9
Thames Valley	1355	2253.5
Merseyside	1253	1353.4
Avon & Somerset	1190	1623.2
South Wales	1027	1260.5
Essex	998	1738.0
West Mercia	917	1192.7
Hampshire	899	1884.2
Hertfordshire	875	1107.5
Devon & Cornwall	840	1680.4
Sussex	803	1574.0
Lancashire	784	1449.3
Kent	739	1684.1
Staffordshire	707	1071.4
Surrey	624	1127.3
Northumbria	603	1431.5
Nottinghamshire	592	1086.6
Suffolk	574	719.5
South Yorkshire	557	1328.3
Derbyshire	540	1010.6
Northamptonshire	487	687.3
Humberside	458	921.2
Cheshire	450	1009.3
North Wales	418	678.5
Norfolk	411	862.3
Wiltshire	352	661.6
Cleveland	287	563.5
Durham	265	611.6
Bedfordshire	253	614.8
Warwickshire	250	536.0
Lincolnshire	227	703.0
Cambridgeshire	225	789.7
Gwent	223	561.4

Force Area	Recorded Hate Crimes	Population
Cumbria	202	494.4
Gloucestershire	200	593.5
North Yorkshire	163	802.2
Dorset	162	715.0
Dyfed Powys	79	506.1
London	73	11.7

**TABLE 5 ACPO Listed
Hate Crimes 2012-13**

It seems extremely unlikely that levels of hate crime in Leicestershire and Nottinghamshire would vary so dramatically, indeed our study and theirs produced similar results so the very large disparity would likely suggest Leicestershire is doing substantially better as a group of communities and public authorities in encouraging victims to report hate and in investigating robustly. It is worth noting too the substantial drop in the number of hate crimes recorded by Nottinghamshire Police over the past 5 years (see Figure 8).

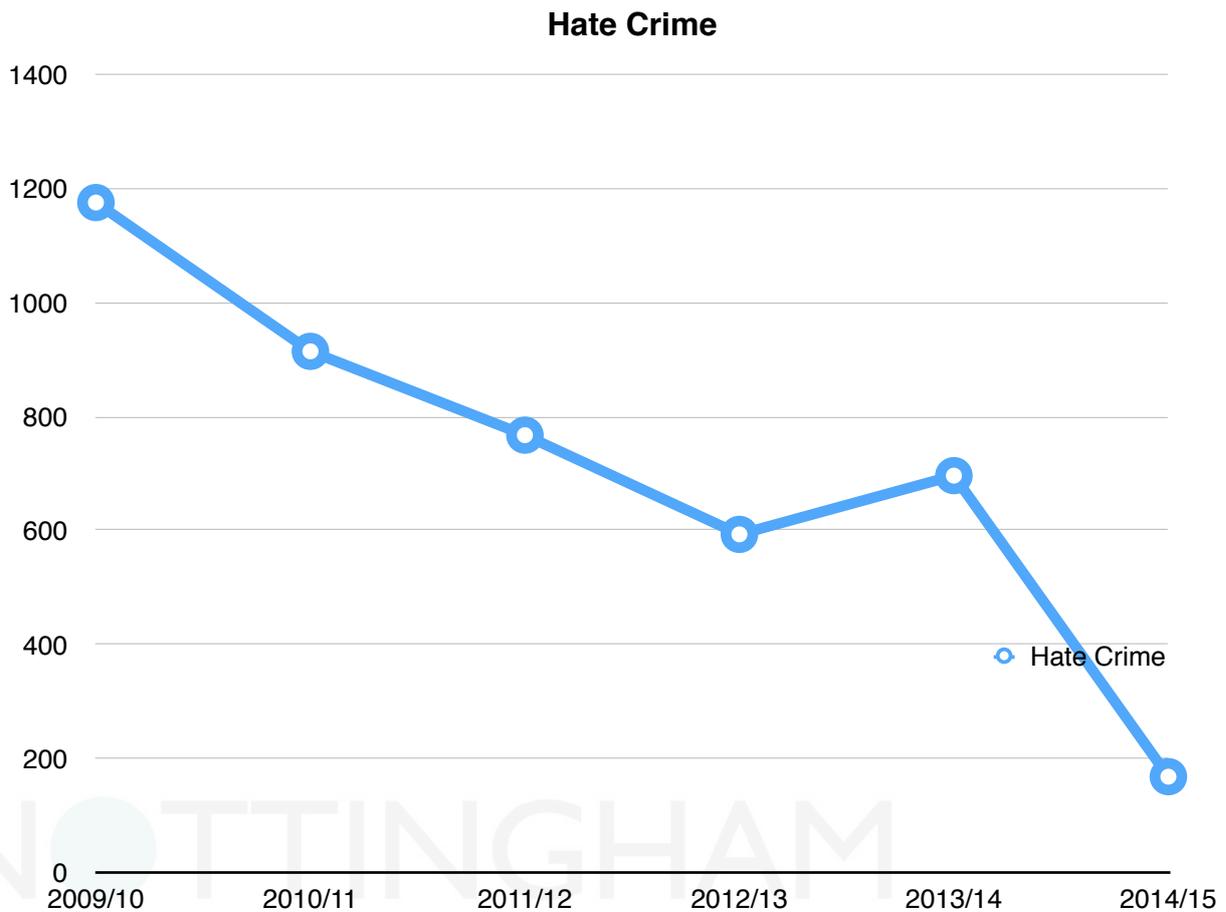


FIG 8 Recorded Hate Crime in Nottinghamshire

This drop of almost 50% in the number of recorded hate crimes is extremely worrying. There was little evidence to suggest that this fall corresponded to a steep decline in the levels of hate crime experience by Nottinghamshire communities, instead our Commissioners learned that 2009/10 was the year that a specialist hate crime investigating officer team at Nottinghamshire Police was disbanded and the collaboration framework *The Hate Crime Monitoring Project* was abandoned. This framework, centred in part around a now disbanded third sector organisation and, supported substantially by Nottingham City Council and the Crime and Drugs Partnership, provided a centre point for accountability, information sharing and interagency learning. The impact of its loss seems clear.

Levels of satisfaction with the police among those who had reported incidents in our sample stood at 41%. This is substantially lower than national averages recorded by the Crime Survey of England and Wales where 53% of hate crime victims were satisfied with police performance and lower still than respondents across all categories of crime 69%⁹. Perhaps more telling is that of 262 hate crime victims, many of whom had experienced repeated victimisation, only 7 were aware of cases arising from their experience having proceeded to court, of which only 2 resulted in a conviction as far as the victims were aware - less than 1%, and in neither case was the victim aware of sentence uplift having been applied.

Compare this with the national statistics for each stage of the criminal justice process:

1. The Crime Survey for England and Wales estimates there are around 278,000 hate crime incidents a year¹⁰
2. The Police recorded 42,236 hate crimes in 2012/13¹¹
3. Of this the Crown Prosecution Service opened 8,898 court proceedings¹²
4. And of this there were 6,458 convictions¹³

Our local experience is not completely out of sync with what must be considered very poor performance across the board. It is possible that in some of the 262 cases successful action was taken but the victim was unaware of it having been so, as such this possibility should provide slight consolation.

The Budgetary Context And Good Practice

“although the language was very bad the police have enough to do as it is”

It is vital that in considering the above information one is aware of the substantial budgetary pressure currently experienced by Nottinghamshire Police. In October 2010 the coalition government announced the police would need to make 20% budget cuts between 2011 and 2015.

In 2014 an inspection by Her Majesty’s Inspectorate of Constabulary found that Nottinghamshire Police had successfully identified £34.3 million of a total £47 million in savings, but that plans would need to be developed for a further £8.2 million to be saved next year¹⁴.

This comes in a context of historic underfunding of policing not just in Nottinghamshire but across the region due to the national formula used to distribute funds across UK police forces, whereby the force struggles because of low contributions in council tax yet does not receive the substantial subsidies received by forces elsewhere.

⁹ <http://www.cardiff.ac.uk/socsi/research/publications/Time%20for%20Justice-All%20Wales%20Hate%20Crime%20Project.pdf>

¹⁰ http://www.report-it.org.uk/files/ons_hate-crime-report_2013.pdf

¹¹ IBID

¹² IBID

¹³ IBID

¹⁴ <http://www.itv.com/news/central/update/2014-07-22/hmic-nottinghamshire-police-must-press-ahead-with-saving-plan/>

Nottingham City and County Councils face even more substantial budgetary pressures. This year Nottingham City Council has had to pass plans to remove £25.5 million from its budget, on top of £99 million made in savings in the last three years. Nottinghamshire County Council meanwhile has faced a 21% reduction in its block grant from central government and is having to find £154 million in savings over the next three years.

Performance by Community Protection Teams and the police must be considered in this context of enormous budgetary strain. Our Commissioners were keen to recognise the continuing commitment to a neighbourhood policing model and the substantial effort made to maintain it by Nottinghamshire Police and the two local authorities. Furthermore our Commissioners were keen to identify just a few of the key elements of good practice they observed and felt to be deserving of commendation:

- Our Commissioners’ visit to the control room highlighted the good work made in integrating hate crime prompts with call handling, particularly around the use of risk assessment frameworks for hate victims
- Our Commissioners noted and observed the initiative to ensure officers visit hate crime victims within the hour of making a report and update them within 24 hours on the progress of their case
- Our Commissioners wanted to highlight the work of Chief Inspector Ted Antill who holds the forces’s strategic leadership role for hate crime. Despite having no designated time to work to tackle hate crime it is clear Chief Inspector Antill is making a sizeable and strategic contribution
- Despite clear challenges around categorisation regarding misogynistic intent it is clear that Nottingham City Council, Nottinghamshire County Council and Nottinghamshire Police have very strong commitments to tackling violence against women
- That given the historic tensions between BME communities and Nottinghamshire Police substantial effort has been made, with real success, to diversify those being recruited into Nottinghamshire Police in recent recruitment rounds
- Nottinghamshire Police are supporting the introduction by Smile! Stop hate Crime of the Safe Places scheme to ensure vulnerable people can get support when they are out in the community.
- Nottinghamshire Police were the first in the country to set up the Pegasus scheme whereby vulnerable people sign up to a database to ensure the police have complete information on them.

Prosecuting Offenders

“I have not been to court...part of my condition is forgetting things and getting anxious”

Data submitted by the Crown Prosecution Service shows very high levels of success rates among the cases pursued in court.

HATE CRIME	CPS Prosecutions 2013 - 14				
	Convictions		Unsuccessful Outcomes		TOTAL
	Volume	%	Volume	%	
Nottinghamshire	225	83.9	49	16.1	304
CPS East Midlands	915	86.3	145	13.7	1060

All CPS Areas	11915	84.7	2159	15.3	14074
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RACIST & RELIGIOUS HATE CRIME	CPS Prosecutions 2013 - 14				
	Convictions		Unsuccessful Outcomes		TOTAL
	Volume	%	Volume	%	
Nottinghamshire	233	84.7	42	15.3	275
CPS East Midlands	824	86.6	127	13.4	951
All CPS Areas	10532	85.2	1836	14.8	12368

HOMOPHOBIC & TRANSPHOBIC HATE CRIME	CPS Prosecutions 2013 - 14				
	Convictions		Unsuccessful Outcomes		TOTAL
	Volume	%	Volume	%	
Nottinghamshire	14	73.7	5	26.3	19
CPS East Midlands	61	81.3	14	18.7	75
All CPS Areas	913	80.7	219	19.3	1132

DISABILITY HATE CRIME	CPS Prosecutions 2013 - 14				
	Convictions		Unsuccessful Outcomes		TOTAL
	Volume	%	Volume	%	
Nottinghamshire	8	80	2	20	10
CPS East Midlands	30	88.2	4	11.8	34
All CPS Areas	470	81.9	104	18.15	574

There are a number of considerations worth noting from the above data:

1. In 2013/14 there were 304 prosecutions from 696 hate crimes reported to Nottinghamshire Police, an average of 43.7%
2. If one considers the numbers of prosecutions brought for each equality strand in 2013/14 as a proportion of hate crimes and incidents reported to Nottinghamshire Police it reveals a very substantial differences: 23% of race and faith based incidents, 11% of disability based incidents, and 13% of sexuality and transgender based incidents. Given the small sample size and difficulties

comparing data between the police and the CPS – a case may be recorded by the police one year and acted on by the CPS another – it is hard to draw substantial conclusions from this discrepancy, but its significance is worthy of fuller investigation by the CPS, particularly in light of recent comments made by Lord Ken MacDonald

3. The high success rates in achieving convictions, 83.9% across all strands, indicate substantial effectiveness in pursuing successful outcomes in the courtroom. However they may also indicate an overly conservative approach to taking cases forward. Prosecutors might be applying the public interest test so stringently that only very strong cases are being taken up and hence the substantial number of reported hate crimes happening for which there is no prosecution
4. The data collected and shared by the Crown Prosecution Service does not record the application of sentence uplift in hate crime cases. Given how important recognition of the the motive is in hate crime, and the centrality of its place in the legislative framework, this data is a glaring hole in the true picture of hate in Nottinghamshire.

That such a large volume of hate crimes go unprosecuted is an extremely serious problem. These are cases of offenders unpunished, victims denied justice. The challenge of pursuing these crimes to the greatest possible extent in a context of limited resources lies at the heart of a substantial tension at the heart of the criminal justice system which is especially pronounced with regards to hate crime. The All Wales Hate Crime Research Project articulates well the difficult and at times conflicting interests of victims, investigating police officers and prosecutors focused on applying a public interest test. “The research also indicates that there is a disjuncture between victim-centred reporting mechanisms (that are based on victim perception that an incident was hate-related) and evidence-driven criminal justice prosecution processes.”

For individuals to report crime they must understand doing so to serve their interests. Given the scale of under reporting hate crime poses a particular challenge to prosecutors to be ambitious in the cases they take on, so that an effective deterrent can be cultivated and victim confidence grown. There are however additional steps that can be taken to encourage reporting. Our interviews, and those conducted by other similar research projects found a broad set of victim held purposes and interests. As the Welsh study puts it, “Reporting must also be seen to serve a purpose for the victim, whether that is through taking a case to court, accessing support, or helping to protect their community by providing intelligence to the police and other agencies.”

The Commissioned Environment

“I felt unsafe at home for a while afterwards but phone charity support was really good.”

The criminal justice system in Nottinghamshire operates in a commissioned context where services and activity is paid for by local authorities, the police, housing and health providers among others to combat hate crime and support the criminal justice system in its efforts. This might include victim support services, alternative reporting arrangements and advocacy work. In Nottinghamshire our Commissioners have been made aware of the following commissioned services, most of which have been commissioned via the Multi Agency Hate Crime Steering Group chaired by the Chief Executive of Broxtowe Borough Council Ruth Hyde with funding granted the group by the Police and Crime Commissioner.

Research commissioned by Police and Crime Commissioner Paddy Tipping in 2013 documented low levels of trust between BME communities and the police, making clear that in such contexts intelligent and substantial use of commissioning services are a vital plank of effective policing¹⁵. Studying the Nottinghamshire context against a national picture of best practice our Commissioners identified three key roles to be played by commissioned services:

1. Victim support and advocacy within the justice system
2. Accountability, scrutiny and learning support for the police and wider criminal justice system
3. Prevention and reporting promotion

In Nottinghamshire our Commissioners were made aware of the below provision:

- A 24 hour phone line provided by national charity Stop Hate UK costing £21,000 a year funded in partnership with the local authority and Nottingham City Homes

The number of calls received by this phone line was never particularly high but has fallen very dramatically in the last couple of years. The vast majority of calls placed through to it are from people already in the criminal justice process who have reported their experiences already to the police

- A programme to encourage communities to sign up as third party reporting centres, providing training to their staff and volunteers so they can support victims to report their experiences to the police, costing £23,000 and provided by Communities Inc

This programme has been running for the past year and despite requests no submission to this Commission was received by Communities Inc, nor was the evaluation data for their first year of operation provided.

- A 0.5 post at Victim Support to work with victims in Nottinghamshire County, though not within the city confines, specifically focussed on working to support victims from disability and LGBTQ equality strands.

In their first 6 months the part time victim support worker took 23 referrals, of which 11 opened into cases, there were 36 face to face visits and 253 contacts relating to casework. While the evaluation data makes it clear that the case worker has been active on both race cases and cases originating within the city limit Nottingham City Council's submission raised the inequality in victim support services between city and county.

- Beyond these core activities a number of Nottingham and Nottinghamshire charities receive smaller amounts of money for specific specialist pieces of work, such as that undertaken by the Smile Stop Hate Crime campaign at Nottingham Mencap. who raise awareness of the needs of adults with learning disabilities who have extremely low levels of reporting hate crimes¹⁶

Our Commissioners invited submissions from across the country to discover best practice in the field of commissioned services, some of which are referenced in the recommendations section of this report. They were made aware of a change of responsibilities which will soon make Police and Crime Commissioners responsible for commissioning victim services, this presents a substantial opportunity to ensure commissioned services best reflect local need.

PART 3

Recommendations

“That racism, ignorance and hatred are sadly still a reality in 21st century Britain, and that more must be done to stamp it out wherever and whenever it occurs.”

A clear picture has emerged throughout the course of this investigation, of a diverse city and county substantially affected by hate crime which the current statutory agencies are struggling to tackle. Hate crime strikes at who we are and so it, necessarily, is a responsibility of the entire community. Here below our Commissioners outline their key recommendations for how we can all take a lead in living up to that responsibility.

Community

All of us have a part to play in tackling hate crime and challenging the attitudes that underpin it. Hate crime occurs in our homes, our workplaces and our communities. It is striking that 26% of the victims of hate crime we surveyed had received help from another person at the time of the incident. In over ¼ cases people intervened to support the victim. This is a strong beginning that talks to the potential for communities to stand up to hate crime. Our Commissioners recommend:

- Citizens must be challenged to commit personally to never engage in, stay silent about or permit hate crime. All civil society groups, civic authorities and media outlets should be challenged to articulate the need to stand against hate and develop action plans for how they will pursue this communications agenda, a joint pledge as used well in the “Man Enough” campaign may be appropriate.
- Civil society groups should encourage reporting of hate crime and have strong internal policies to ensure that hate occurring within their own institution is reported. Further analysis of third party reporting is presented in our section on the commissioned environment, but as a minimum civic groups should display signs stating their commitment to work against hate and wherever possible encourage victims to speak to members of staff or volunteers so that they can be supported to report the crime.

A number of those surveyed and interviewed raised the prospect of hate itself perpetrated by communities themselves historically victimised in such incidents. Civic leaders should take a strong line against such behaviour.

- During the course of this Commission we saw the scope for rapid escalation of hate in response to global affairs. It is vital that civil society be ready to respond, acting as a focal point for coordinated, loud and articulate calls for unity. Nottingham Citizens as the largest and most diverse civic alliance in the City and County should have its Leadership Group adopt, as a standing item at their monthly gathering, a review of community tensions and take a leading role in formulating a response wherever deemed necessary, as in the case of the death of Lee Rigby.
- Substantial bodies of evidence suggest that the best way to prevent and pre-empt hatred is to build relationships between diverse communities and unite them in shared activity for a common aim. Nottingham Citizens, as a centre for broad based community organising in the City and County, should endeavour to grow substantially particularly in hate crime hotspots such as Aspley and Mansfield, aiming to double in size over the next five years and unite several thousand individuals in regular if infrequent joint action from across the equality strands.
- Substantial reference was made to the fragmented and inchoate legislative environment surrounding hate crime. Potential national policy change will require nationwide organising. CitizensUK as the UK wide home for community organising should consider launching a

nationwide CITIZENS' Commission into hate crime so that national trends can be truly documented and national policies improved.

- Schools should be encouraged to positively shape attitudes of younger generations. Where possible this should be pursued through Safer Schools Partnerships, formalised agreements between local beat teams and schools outlining each party's respective commitments.

Such SSPs feature prominently in the coalition's anti hate crime strategy and have been positively reviewed and evaluated in Manchester and York.

- Schools should be encouraged to take up programmes with third sector organisations which promote good relationships amidst diverse communities. Smile! Stop Hate Crime already visits schools in Nottingham and Nottinghamshire with people with learning disabilities to explain how hate crime affects them. This programme can be expanded. We are also fortunate to have the National Holocaust Centre located within the county. It's "In Our Hands" work has been positively evaluated, its work with schools and communities across the county should be scaled up to make the most of this resource of national significance.

The Sophie Lancaster Foundation provides well reviewed programmes on hate crime generally and hate crime against subcultures particularly while Equation's GREAT Programme operates an effective parallel on domestic violence locally. Growth in the pupil premium could be used to fund such a programme where it directly impacts on the personal wellbeing and development of the student in question.

- Schools should be challenged to introduce processes for hate directed at LGBTQ, transgender, religious and disabilist hate crime comparable to those that exist for questions of race – automatically reporting such incidents to local beat team.
- Schools also have a key role to play in tackling gender based bullying in schools. It is vital that boys and girls are able to develop a clear understanding of what is and isn't acceptable behaviour, and a more realistic image of 'what a woman is' to counteract the images they absorb from the media. It is also important that schools actively tackle 'casual' sexism in schools in the same way that they deal with racism and other forms of hate. A small amount of funding (and support from statutory partners) could enable local women's organisations to develop a local equality award, similar to the Stephen Lawrence Education Standard, which schools could work towards to show their commitment to gender equality.
- Faith communities should be encouraged to create open opportunities for others from different faiths and no faith at all to develop familiarity with their creeds, cultural practices and to enter real discussion about what their experience is of practising in Nottingham and Nottinghamshire. Himmah, a Muslim social action organisation supporting this campaign, has in recent years done much to set an example of what can be achieved by celebrating Eid and celebrating the breaking of the fast with community Iftars in public venues.
- Substantial volumes of hate crime were documented in the workplace, and yet more documented in public buildings and in private businesses. Workplace unions should wherever possible promote the role of Diversity and Equalities officers who should receive training in and information about hate crime in their induction. Such officers should be encouraged to develop proactive plans to ensure there is no place for hate in their workplace.

Partnership Working and The Commissioned Environment

- Relevant commissioning authorities should seek to create one unified Hate Crime Services Hub delivered by a lead organisation specialised in case work supported by a consortium of civic groups working across all the relevant equality strands. Priority should be given to organisations with a strong track record in high quality case work with a proven deep commitment to equalities. Such services should bring together the three core tasks that fall to the commissioned environment: 1) Victim support and advocacy within the justice system, 2) accountability, scrutiny and learning support for the police and wider criminal justice system, and 3) prevention and reporting promotion.

Currently a number of services across Nottinghamshire are commissioned piecemeal, short term and fragmented fashion. Our UK wide study of best practice found there are substantial gains to be made by focussing resources to build a strong casework capacity at one anchoring organisation, supported by those working in other equality strands to ensure broad representation. Such an organisation, as exemplified by SARI in Bristol, can come to serve as a focal point for relationships, expertise and credibility with members of communities often estranged from mainstream agencies and the police.

- Local authorities, the police, health commissioners and housing providers should seek to channel long term investment into the development of such a unified Hate Crime Services Hub so the relevant expertise can be cultivated and a durable institutional framework be developed for tackling hate crime in Nottingham and Nottinghamshire. This Services Hub should seek itself to develop a diverse funding strategy looking for charitable grants, earned income and potential for direct fundraising from affected communities.
- Third party reporting has a very mixed record UK wide. Generally considered useful as a tool for engaging civic organisations the results in terms of return on investment as directly measured with regard to the number of cases reported are unproven. As such Nottingham and Nottinghamshire should seek to create, centred on a unified Hate Crime Services Hub, a broad if shallow network of reporting centres. These centres should display appropriate signs and have staff ready and able to refer someone simply and directly to the unified Hate Crime Services Hub or the police as required. Substantial resources should only be invested in specific institutions which are carefully identified for a) scale and b) reach into particularly affected communities. Wherever possible this capacity building should be undertaken by the police themselves and through existing strong relationships, Nottinghamshire Healthcare would for example be a logical candidate.
- Partnership working is central to developing an effective response to hate crime. The steep decline in the number of recorded hate crimes following the dissolution of the joint Hate Crime Monitoring Project only confirms its efficacy. In their submission Nottinghamshire Police proposed the development of scrutiny panels to promote both greater effectiveness and greater trust. Our Commissioners recommend the establishment of a joint forum of public authorities and key civic groups that can take a broader remit involving: 1) scrutiny of closed and open cases, 2) review and coordination of responses to high risk and difficult cases brought by involved agencies, 3) a learning and capacity building function. Accountability on its own is not enough, what is needed is concurrent accountability, coordination and learning to ensure there is no place for hate. This should exist in addition to and report in to the Hate Crime Steering Group Chaired by Ruth Hyde and should involve the police, local authorities, housing and health agencies. This recommendation reflects best practice from around the country, with similar MARAC (Multi Agency Risk Assessment Conference) like arrangements in place in other major UK cities like Bristol and London.
- *"Hate crime is a leadership issue"* wrote Ruth Hyde in her submission to this Commission. Our Commissioners recommend that all the core public authorities with a mandate to act on hate crime ensure they have robust, ambitious and coordinated strategies to deal with it. Nottingham City's existing Crime and Drugs Partnership authored strategy has largely expired and was too broad to drill down into a comprehensive set of specific commitments to make sure there is no place for hate. The Hate Crime Steering Group should support appropriate bodies in both the city and county to develop ambitious strategies to tackle hate crime and hold them accountable for their delivery.
- The unified Hate Crime Services Hub should be appropriately resourced to: 1) provide case by case victim support and advocacy, 2) provide 24 hour reporting facilities, 3) act as a centrepiece alongside the Hate Crime Steering Group for partnership working to tackle hate crime, 4) anchor the network of third party reporting centres, 5) support deep cultural change and capacity building programmes within key civic and public institutions from the Police to Nottinghamshire Healthcare.
- The Safe Places scheme being set up by Smile! Stop hate Crime throughout Nottingham and Nottinghamshire provides a way to address minor safety issues faced by vulnerable people in their communities. Nottinghamshire Police have committed to developing relationships on the ground with these safe places. They can easily be expanded to provide 3rd party reporting in the future.

- In order to better understand and address the breadth of violence and harassment faced by women and girls in our community, local statutory and voluntary sector partners should develop a multi-agency strategy for tackling the continuum of violence against women. This would bring together and build on existing work around domestic and sexual violence and should lead to a clear charter of intent to make Nottingham and Nottinghamshire the safest, most equal city and county, in which to be a woman, with all public sector agencies sign up to the commitments within it. To support this there must be accurate and regular reporting on all incidences of gender-motivated crime in the local area. The first steps towards this would be to identify key stakeholders in the statutory and voluntary sector to attend an initial meeting to discuss ways forward.

Public Agencies: the police, local authorities and the Crown Prosecution Service

- Despite budgetary pressure given the volume and seriousness of hate crime documented in this report Nottinghamshire Police should reinstate the position of specialist hate crime officer and create a team of them to tackle hate crime across the county.

Given comparative performance in Leicestershire in terms of the number of recorded hate crimes and the marked decrease following the disbanding of specialist units our Commissioners believe it to be simply untenable for Nottinghamshire Police to have no dedicated and specialist investigative capacity. It is not lightly that our Commissioners reached this conclusion given aforementioned comments on the budgetary challenge. All but one of the other core city's police force have some specialised and dedicated officers, in some cases like Merseyside a large number. It is difficult to envision the serious inroads into tackling hate crime we all want being taken without any dedicated resource allocation from Nottinghamshire Police.

- Despite budgetary pressure given the volume and seriousness of hate crime documented in this report Nottingham City Council should reinstate dedicated and specialist anti hate crime staffing as in 2009/10.

The substantial decline in recorded hate crimes from 2009/10 is a substantial challenge to Nottingham City Council's public commitments to tackle hate crime. The trailblazing integration of city policing and community safety presents both opportunities and responsibilities. It is hard to envision substantial progress being made to tackle hate crime in Nottingham without dedicated staffing attention from within community safety to act as an anchor for relationships, collate data such as the information on racial harassment figures previously collated under the old regime, and participate in the envisioned partnership arrangements outlined in this report's recommendations. Again comparison with other core cities is instructive, a substantial majority of whom have dedicated members of staff working on hate crime as a priority crime category.

- With the introduction of a new Crime Recording Management System imminent Nottinghamshire Police should take the opportunity to alter the categorisation of hate crimes as encouraged by the College of Policing Hate Crime Operational Guidance and National Policing Hate Crime Strategy - May 2014. Specifically Nottinghamshire Police should disambiguate the "religious" category so it can be more sensitive to spikes in particular types of hate crime in Nottinghamshire. The current system might have indicated a rise in hate crimes and incidents over the summer against religious groups, it would however do very little to help document and identify the specific spike in anti-Semitic incidents we have seen. The soon to be introduced Crime Recording Management System provides an opportunity to make it possible for officers simply and effectively to monitor whether the crime was directed at someone because they were Jewish, Muslim, Sikh etc.
- Furthermore, Nottinghamshire Police should work with Nottingham Women's Centre and other groups specialising in gender equality to monitor crimes and incidents motivated by misogynistic intent. Nottinghamshire Police is ground breaking in much of its work to tackle domestic violence and it can break new ground by moving to properly categorise and monitor the substantial volumes of incidents, particularly public harassment, perceived by women to be motivated by a hatred of their gender as documented in this report. Nottinghamshire Police should clarify their current recording systems and ensure that there are processes in place to pick up the wider spectrum of misogynistic offences that women experience (such as by implementing similar changes to those implemented by the British Transport Police).

- There is a substantial body of research nationally that points to the need for Nottinghamshire Police and other public agencies to take hate incidents seriously. Substantial work suggests that hate crime and hate incidents sit on a continuum and that tackling the latter may help prevent the former. Public agencies should work to prevent and tackle hate incidents wherever possible by making full use of anti-social behavioural powers and using preventative strategies. The Metropolitan Police Force for example run training programmes for stewards at major sporting venues, while given the number of incidents occurring on public transport providers should consider advertising campaigns encouraging people to speak out about any incidents they experience or witness.
- Nottinghamshire Police should work more closely with Smile! Stop Hate Crime, in order to develop their skills through training to respond better to a wide range of disabilities. They need to better record the specific disabilities of the victim and their support needs in order to give better service to people with learning disabilities who often claim that the police “have done nothing”.
- Given the low levels of confidence in reporting, Nottinghamshire Police may wish to complement the changes to recording described above with an awareness raising campaign to clarify that all forms of violence towards women are taken seriously. Building on the other good work done by the force to raise awareness of domestic and sexual violence, this campaign should focus on what women can do if they feel that they have been a victim of sexual harassment, unwanted touching or any other kind of behaviour that makes them feel uncomfortable. The message should be – ‘we recognise that this is all part of a continuum and none of this is acceptable’.
- The Crown Prosecution Service should investigate discrepancies in prosecution rates between the different equality strands and publish their results.
- Increased sentences lie at the heart of the hate crime legislative framework. It is vital that the Crown Prosecution Service begin systematically recording its application so as to further develop the public deterrent to such crimes, and give a basis for public scrutiny such that the rights of victims can be ensured and it be clear that justice is both seen to and has been done.
- Nottinghamshire Police and The Crown Prosecution Service should use tools to make the victim’s role easier, such as expanding the use of video evidence taken at the first point of contact and ensuring that if the victim needs support, this support is given consistently throughout the case.

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Support

Hate crime, as documented in this report, is particularly pernicious and reading this report may for some prove triggering. Part of the tragedy depicted in this report is the lack of comprehensive victim support services at present. However for those seeking personal support the following organisations may be of assistance:

- **Nottingham Mencap and the Smile! Stop Hate Crime Campaign**
01159561130
- **Victim Support**
8am - 8pm Monday to Friday, 9am - 7pm weekends
08453030900
- **The Samaritans**
24 hours a day
08457909090
- **The Nottingham Women's Centre**
9am to 5pm weekly
01159411475
- **Nottingham and Nottinghamshire Gay and Lesbian Switchboard**
Mondays to Fridays from 7pm to 9.15pm (You can leave an answerphone message at other times.)
01159348485 or 01623 621515

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