

Greater Manchester Police, Fire and Crime Panel

Date: 4th August 2022

Subject: Tackling Hate Crime, Backward and Forward Look

Report of: Neil Evans – Interim Assistant Director for Police, Crime and Fire team

Purpose of Report

To provide an overview of work undertaken to tackle hate crime across Greater Manchester.

Recommendations:

Members are requested to:

1. Note the contents of the report.

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1. Executive Summary

Greater Manchester has a strong, proactive hate crime partnership. Through activities to raise awareness, improve support for victims, increase reporting and look at initiatives to prevent hate crime from occurring, the partnership is delivering on the Greater Manchester Plan to Tackle Hate Crime.

Funding is provided by the Police and Crime Panel and Deputy Mayor in support of the activity and the partnership engages with a wide range of organisations and with the public to ensure a clear, consistent and meaningful approach to its awareness raising activities and interventions.

The recent periods of national lockdown have impacted on hate crime reporting and where hate crime is being committed. It is evident that hate crime reports are now increasing and the partnership continues to meet to monitor the data and provide a positive response. Training is being provided, both to police officers in respect of improving the investigative process and improving the victim experience and also to other front-line workers who may experience hate. Multi-agency initiatives are also taking place, such as work between the Crown Prosecution Service (CPS) and Greater Manchester Police (GMP) to review the evidence at an early stage in a hate crime case.

A series of structures and processes have also been introduced to enable the collation and dissemination of good practice across Greater Manchester partners to maximise capacity and impact of effective initiatives.

2. Introduction and Overview

Hate crime can be defined as *'any criminal offences perceived, by the victim or any other person, to be motivated by hostility or prejudice, towards someone based on a personal characteristic'*.

A hate incident is any incident which the victim, or anyone else, thinks is based on someone's prejudice towards them. Hate crime can fall into one of three main types:

physical assault, verbal abuse and incitement to hatred, where someone acts in a way that is threatening and intended to stir up hatred.

Where the victim perceives an incident or crime to be motivated by hate, the police will identify this as a hate incident or crime by putting a 'marker' against it. The victim will be contacted by the police to get more details of the incident and will be updated on progress as appropriate.

In Greater Manchester we monitor six strands of hate crime: Race; Religion; Sexual orientation; Trans identity; Disability and Alternative subculture/lifestyle.

GMP Data – Recorded hate crime (up to July 2022)

The number of hate crimes has increased by 22.9% to just under 13,000 in the last 12 months. All recorded categories under this have increased also. This is likely impacted through the easing of national lockdown restrictions over the last 12 months. Full data can be found at appendix 1.

Vision for Greater Manchester

Greater Manchester is home to more than 2.8 million people. Our vision is to make Greater Manchester one of the best places in the world to grow up, get on and grow old. Priority three of the Greater Manchester Police and Crime Plan, Standing Together, provides a focus on Strengthening Communities and Places. Central to this is a commitment to build resilient and resourceful communities including online communities, and to protect the places where people live, work, socialise and travel. Reducing intolerance and hate is key to achieving these aims, so that residents and visitors feel safe and welcome in all parts of the city region.

Greater Manchester Hate Crime Partnership

Greater Manchester has a strong hate crime partnership that convene quarterly as a Working Group to review data, share best practice, discuss emerging challenges and plan for upcoming events. Representatives on the partnership include Greater Manchester Combined Authority (GMCA); Greater Manchester Police (GMP); Local Authority Community Safety and Cohesion Leads; Greater Manchester Fire and Rescue Service

(GMFRS); Transport for Greater Manchester (TfGM); Crown Prosecution Service (CPS); Voluntary sector organisations and independent members.

The partnership has a strong identity and utilises dedicated marketing and promotional assets through awareness raising campaigns.

The [Letsendhatecrime.com](https://letsendhatecrime.com) website provides a one stop shop for people looking to seek information, download assets and resources (including videos and logos), report hate crime and seek support. The branding, along with #WST, through the partnership with the We Stand Together charity, are consistent within all campaign material for strength of message.

In addition to the association with #WST, the partnership also works closely with a range of other Greater Manchester partners. Examples include:

- The Deputy Mayor has provided funding previously to the Community Security Trust and the LGBT Foundation to help increase reporting of hate crime and to provide a level of case management and support for victims.
- Inputs have been provided to a number of the Mayoral Panels by GMP and GMCA to raise awareness of the work being undertaken to tackle hate crime and to seek comment and advice on new policies and campaigns.
- The TravelSafe Partnership does not tolerate hate crime on the network and will take appropriate action to tackle any such instances, including issuing a ban from the network where proportionate.
- Local Scrutiny Involvement Panels (LSIP), led by the CPS, have been set up to engage with communities and partner agencies by inviting scrutiny of hate crime casework quality. The panels provide a platform for panel members to influence decision making, particularly on priority issues such as hate crime.
- GMP continue to link in with the North West Hate Crime Group, with regional forces and PCC offices to ensure discussion on national and cross-border themes. GMP also hosts the National Cyber Hate Crime Hub on behalf of the National Police Chief's Council. The core function of the Hub is to investigate reports of internet/online/cyber hate that are submitted via the True Vision website.

3. Greater Manchester Plan to Tackle Hate Crime

In 2019 work was undertaken, supported by members of the Police and Crime Steering Group, to devise a Hate Crime Plan for Greater Manchester, bringing together the activity, the successes and importantly, the challenges faced into one document. The Plan was not intended to replace existing plans and strategies in existence, but to bring the work together in a clear and concise way. It also provided a sense check as to whether existing priorities were in line with public expectation.

Following engagement with key stakeholders across Greater Manchester, a draft plan was drawn up to identify key priorities and actions to address hate crime. GMCA ran an online consultation to seek views on the proposed approach to hate crime and how to tackle it across the city-region. The consultation received 817 responses, with 90% of respondents agreeing or strongly agreeing with that the focus should be on raising awareness, increasing the reporting of hate crime, improving support for victims, and preventing hate crime.

A number of important pieces of feedback were given, which were included as part of the final plan. These included the need for the police to provide timely updates about the progress of the police investigation, increased input into schools, and that there was broad support for the concept of third-party reporting centres, but there were questions about how effective they were.

Progress against the agreed priorities is reported to the Greater Manchester Hate Crime Working Group, with a smaller delivery group meeting to review individual actions.

Priority 1 – Raising Awareness

The partnership holds its week of action across Greater Manchester in early February each year. This date has previously been chosen to avoid conflicts with other local activities and operations and sits four months after the national Hate Crime Awareness Week in October, providing extended coverage of messaging throughout the year.

Over the last 5 years the Police and Crime Panel, along with the Deputy Mayor have provided a combined £10,000 to each district to support local activities to tackle hate crime throughout the year. Districts also supplement this with their own funding to increase the

local capacity to respond to hate crime. As part of this agreement, districts are asked to allocate half of the funding for investment in local community events and activities through small grants processes. This provides a capability to extend the reach into local communities and for those communities to host initiatives to get local residents involved and talking. It also provides opportunities to improve community cohesion with activities aimed at sharing cultures and celebrating diversity. This funding contributes to hundreds of local community events through the year, reaching tens of thousands of people. Examples of the events hosted can be found at appendix 2.

In addition to the district funding provided, the Deputy Mayor also provides funding for a centralised partnership awareness campaign to run within the week of action. This enables the partnership branding and messaging to be disseminated around Greater Manchester, including at every Metrolink stop, on buses, billboards, electronic media screens in the city centre, through radio adverts and also paid Facebook advertising. The total 'opportunities to see' this campaign material within the period hits the hundreds of thousands.

In 2022, the partnership also produced a powerful campaign video featuring young people and what hate crime meant to them. A copy of the video has been shared with partners and is available on the [letsendhatecrime](https://letsendhatecrime.org) website as a downloadable resource.

The central campaign funding also supports the purchase of branded merchandise that is disseminated to partners for use within the local events. This includes leaflets, wrist bands, pens, tote bags and pin badges. The merchandise always proves very popular with attendees and can provide a lasting message following the week of action.

In addition, with the use of Asset Recovery Incentive Scheme (ARIS) funding GMP has worked with the British Muslim Heritage Centre, Manchester's Community Safety Team and Victim services to develop a training package to be delivered to organisations, faith leaders, and influencers to help train and raise awareness of hate crimes and how to respond and support victims, with a particular focus on South Asian females. The training has been delivered to three cohorts including 27 women from the community, 18 men and 18 young people. The project is being evaluated and consideration of how it could be developed and rolled out in other areas.

Priority 2 – Increase reporting and improving reporting mechanisms

Ensuring people can report hate crime is fundamental in ensuring the police are notified of the incidents and can take appropriate action. In addition to the traditional methods of contacting the police, by telephoning 999 and 101, work has been undertaken to develop and promote new systems and processes to provide range of options for the public.

Incidents can now be reported directly through the GMP website and a new LiveChat facility has been launched which enables direct, live, contact to a GMP operator who is able to escalate a police response if required. These contact options will continue to be promoted through the work of the partnership.

It is acknowledged, however, that some victims do not wish to leave their personal details and may wish to seek support from a third-party in making that report to the police. These third-party reporting centres are local businesses or Voluntary, Community and Social Enterprise (VCSE) organisations who volunteer to provide assistance to people wishing to report a hate incident. These centres commit to provide any information on to the police or the national police reporting system True Vision, to ensure the matter can be reviewed. Work has commenced to review the use of third-party reporting centres in Greater Manchester, with early feedback indicating that some districts utilise and support the centres more than others.

In some districts (Bolton and Bury) new Hate Crime Ambassador schemes have been established, which are nominated community leaders who can provide advice and support to those wishing to talk about hate crime or to report a hate crime.

In order to improve reporting, it is imperative that the public have confidence in the investigative processes and systems in place.

Crown Prosecution Service Pilot

This is an ongoing project that started as a pilot in Bolton. The pilot looked to enhance how GMP and the CPS work together in the early stages of hate crime cases. In early 2019 only 7 of 270 hate crime reports to the police in Bolton were referred to the CPS. The pilot aimed to increase the number of referrals from the police to the CPS by 50% - results indicate an increase of 147.6% as of late 2021. In addition, the number of defendants convicted for hate crimes in Bolton also increased to 97.6% (up from 80.6% last year), and

87.2% offenders had their sentences increased because the court agreed that the crime was a hate crime (up from 58.6%). The pilot has now been extended to cover Salford and work is underway to consider the implications of broadening this approach across Greater Manchester.

Priority 3 – Improve Victim Experience

Providing victims with the confidence that their incident report will be dealt with effectively and efficiently is important. It ensures that victims can gain access to relevant support services and that GMP has the best opportunity to bring the offender to justice. The support provided to victims of hate crime continues to be reviewed as part of the ongoing review of victims' services and one of the Victim Services Co-ordinators has hate crime as a theme for Greater Manchester to ensure a continued link across this work.

Some of the work already detailed within this report outlines how this confidence can be built, including the work to provide a range of reporting mechanisms, to improving the GMP/CPS review of evidence and then communicating this back to the public. However, there are other aspects of work that are being progressed in support of this also.

Think Victim & Victim Services

A particularly effective piece of training that was rolled out through GMP is the 'Think Victim' campaign, which focuses staff on Victim outcomes as opposed to rigid compliance to procedure and process. The Think Victim 1 Training was rolled out during 2020/21 which covered the importance of recognising and ethically recording crime, identifying victim's needs, providing and referring to support, the Victims Code entitlements and the Greater Manchester offer of support to victims.

In April 2022 the Think Victim 2 Training was launched – Look beyond the obvious. This has been delivered 4,878 officers and staff with another 1,200 individuals scheduled to complete. This has been consolidated by the Making a Difference Training delivered to officers and staff at a district and branch level including Student Officers.

Public Engagement

To engage with the public around hate the Victim Co-ordinators have carried out a number of Facebook live sessions with the objective of providing a valuable opportunity to engage with a wide spectrum of communities across Greater Manchester. These sessions

facilitate the opportunity to reiterate that GMP are there to support victims, reach out to those who feel isolated and vulnerable, enhance awareness of the support services that are available and signpost as appropriate. This enables a two-way conversation to take place whereby we gain a greater understanding of the concerns of our communities, and which inform how we focus victim services and deal with any safeguarding issues which may arise. For example, a specific session on LGBT + with a total reach of 51,000 people, 871 engagements and 35 questions answered directly and a specific session on Hate Crime with a total reach of 214,000 people, 1,078 engagements and 43 questions answered directly.

Hate Crime Governance and Coordinators

The Hate Crime Co-ordination role on each District is to ensure that investigative standards are prioritised, Victim Codes of Practice (VCOP) have been applied, meaningful supervisory oversight is given, Victim Referral submissions have taken place to support victims and, the appropriate flags and qualifiers are added to each crime/incident. The most important test is that the investigation has been exhausted and district quality audits have evidenced that all these improvements have led to improved outcomes for victims.

Independent Community Scrutiny Panels

To increase transparency with all communities across Greater Manchester, as well as build trust and confidence in the force, GMP has established Independent Community Scrutiny Panels (ICSPs) in each district across Greater Manchester. The establishment of the panels will allow local people to scrutinise the use of police powers in their communities whilst also providing police with an opportunity to speak directly to those living in the area and get to the heart of local issues and concerns. It is intended that the remit of the ICSP will be extended further to cover specific topics, including hate crime. Sitting alongside the existing Independent Advisory Groups, which provide advice and support on force policy and tactics, the ICSPs will work with GMP to build and maintain trust and confidence within our local communities.

Hate Crime Policy

To Improve the quality of service and support, that victims of hate receive, GMP is in final stages of revising its Hate Crime Policy. The policy sets out responsibilities and procedures that are specific to hate crime and through which GMP aims to:

- Give victims the confidence to report hate crime and hate incidents and keep them safe from further risk of harm.
- Develop responses that keep people safe and foster environments that promote cohesive communities.
- Investigate all reports effectively ensuring a victim-centred approach.
- Work with partners to raise awareness and the reporting of hate crime and hate incidents; and
- Adopt a 'positive intervention' approach taking firm action against offenders whenever we have sufficient evidence.

Virtual Reality Training for front line police officers

GMP is also improving their contact with victims through enhanced training through a virtual reality programme where officers are placed into a scenario as a victim so that they can experience incidents and the police response to them. The themes chosen for the latest training were disability, Antisemitism and transphobia. Training has now been delivered to front line officers.

Digital Victims Journey

The Police and Crime Team at GMCA continues to develop a new online digital victims' journey. Once launched, the new platform will provide an end to end look at the journey a victim may expect to undertake. Users will be able to select individual aspects of the journey to focus on and will be presented with additional, Greater Manchester specific, information and links to out to respective agencies. It is important that the victim is aware of the path a case may take and the support that is available to them throughout. Whilst this project does not relate specifically to hate crime offences, this is something that will be of benefit to all victims once launched, hopefully later in 2022.

Priority 4 – Prevent Hate Crime

A key role of the partnership is to work to prevent hate crime from occurring. In addition to the programmes of work to raise awareness and promote cohesion and respect within communities, there are a number of areas of work undertaken with a view to prevent hate crime from occurring.

Providing a Counter Narrative

In 2018 support was provided to Stop Hate UK to pilot an online counter narrative programme in Greater Manchester. The scheme involved trained volunteers reviewing online posts and comments to provide a positive narrative where appropriate. Whilst the scheme was only funded in the short-term, the merits of such a programme have been noted for future consideration.

No Bystander Campaign

The No Bystander campaign, promoted in the Awareness Weeks in 2018 and 2019 asked people to pledge not to stand by and witness a hate incident taking place, but to take action where safe to do so. This could include ensuring the victim was supported afterwards and helping them to make a report to the police. There are opportunities to revise some of this messaging and conjunction with the bystander campaigns on the gender-based violence work.

Working with young people

Feedback from the consultation with the public informed us of the need to provide appropriate inputs to young people due to their level of influence, over family members, friends and peers. In Tameside, hate crime awareness sessions have been delivered into schools, with key messages about how the young people can report hate crime and support others who experience it. In addition, partners in Wigan have worked with local colleges to run initiatives for students to get involved with virtual reality hate crime programmes. This is followed up with discussions on how the experience made them feel and what action they could take moving forward. In addition, hate crime is now a standard agenda item on the Student Safety Group meetings which has representatives from all the Universities across Greater Manchester.

Offender programmes

Work is underway to scope opportunities to work with perpetrators of hate crime. The use of Restorative Justice as an outcome brings victims of crime in contact with their offenders, for appropriate offences. Some hate crimes will fall within this scope, allowing the opportunity for the victim to inform the perpetrator how the crime, and their specific targeting of them, made them feel and has impacted upon their lives. In addition to providing increased closure for the victim, this approach can positively impact the future

behaviour of the perpetrator. Whilst Restorative Justice is currently being used this way in Greater Manchester there is scope to increase its use.

4. Challenges and future look

The report has already detailed some of the challenges and work being undertaken, for example reviewing the use of third-party reporting mechanisms and providing consistent and regular inputs to young people. There are a number of other areas of challenge that the partnership will continue to work through.

Access to police data

Members will be aware of the difficulties in publishing official police data in respect of hate crime in Greater Manchester. Data is now able to be shared with community safety partners to assist with local action and it is hoped that in time crime data can be provided to police.uk.

Impact of Covid-19 lockdown

The emergence of Covid-19 and subsequent periods of mandated national lockdown shifted hate crime off the streets and public venues such as pubs and clubs to shops, hospitals and online. Work has been undertaken to work with premises experiencing hate. As an example, the community safety teams in Oldham, Manchester and Stockport have been working with respective Doctors surgeries and hospitals with a view to offering training to front line practitioners around hate crime and how to report and respond to it.

Hate against Women and Girls

Another important point raised through the consultation was broad support for the inclusion of hate against women and girls as a monitored strand of hate crime. At present, a number of police forces in England and Wales record hate against women and girls/misogyny however, this is not consistent national practice. In 2020 the Government asked the Law Commission to undertake a review of existing hate crime law and the current provisions. In its initial public consultation, the Law Commission suggested hate against women and girls could feature as a new category, however, in its final report published in late 2021, this was not a recommendation that was put forward. Instead, the Law Commission suggested other legislation could better serve to protect women and girls. Presently, police forces

await further guidance from the National Police Chief’s Council regarding the way forward with this and the Greater Manchester Partnership will continue to monitor this position. However, as there are a number of themes that cross over with the gender-based violence work, there are opportunities to align some work areas more closely, for example bystander campaigns and third-party reporting.

Alignment of portfolios

In Greater Manchester there a number of groups that provide a focus around hate crime and cohesion.

The Shared Futures Group comprises a number of partners that led the initial community-recovery response following the Manchester Arena attack in 2017. The group meets to consider community tensions, education and awareness, and wider community cohesion initiatives. The group has also been the delivery platform for the recommendations arising from the Shared Future Report, produced by an independent commission to look at the broader determinants of social exclusion and how we can work collectively to address them in Greater Manchester.

There are clear areas of alignment between this and the priority within the Greater Manchester Plan to Tackle Hate Crime to Prevent hate crime. Discussions have commenced to ensure the appropriate alignment of work and actions to be progressed.

5. Recommendations

Appear at the front of this report.

Appendix 1 – GMP hate crime data as of 30th June 2022

Hate events performance indicators	Previous month	Latest month	Previous 12 months	Latest 12 months	Change
Non-crime hate incidents	52	33	926	786	-15.1%
Recorded crimes	1,140	1,028	10,527	12,934	22.9%

- Disability	104	92	962	1,243	29.2%
- Race	816	714	7,680	9,198	19.8%
- Religion	55	61	847	1,024	20.9%
- Sexual orientation	171	150	1,697	2,100	23.7%
- Transgender	36	22	204	346	69.6%

Appendix 2 – Example of activities in support of raising awareness of hate crime.

- African Families Support (Salford). An event within awareness month to bring women together and raise awareness or how to report hate crime. The event also promoted community cohesion and allowed for the sharing of experiences. Participant feedback: *“Women when they come together, they become strong, I feel that this project makes me confident”*.
- Better Things were funded in February to undertake a series of online and face to face workshops to raise hate crime awareness with disabled people in Manchester with a focus on third-party reporting centres. The programme of engagement highlighted some interesting feedback, particularly around problems with accessibility, both to physical sites and also online and the need to create a single directory of centres. This feedback will be used to support the work within the Greater Manchester Plan to Tackle Hate Crime as we look to improve access to reporting mechanisms.
- Oldham Council has partnered with Oldham Athletic Football Club as part of its efforts to raise awareness to local residents around Hate Crime. Resources have been handed out, including material for matchday programmes, half time announcements and on social media. The club players also produced a video to support the message of No to Hate Crime.
- Rochdale in Rainbows is a partnership of organisations that come together to plan the borough’s Pride activities. This years’ events took place in late June/early July

and included a party in the park, opportunities to knit a progress flag and events run by the Youth Services.

- GMP held surgeries at a number of locations within each district to speak with the public and hand out hate crime merchandise. An inspector also took part in a radio interview with the British Muslim Heritage Centre to talk about the impact of hate crime.