

Greater Manchester Police, Fire and Crime Panel

Date: 20th November 2023

Subject: Tackling Hate Crime, Backward and Forward Look

Report of: Deputy Mayor for Police, Crime, Criminal Justice and Fire

Purpose of the Report

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

Recommendations:

The Police, Fire and Crime Panel are requested to note the content 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 the victim experience, improve reporting mechanisms and look at initiatives to prevent hate crime from occurring, the partnership is delivering on the Greater Manchester (GM) 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.

Communities are encouraged to be actively involved in the development and delivery of local events aimed at celebrating diverse cultures, raising awareness of hate and prejudice and providing a counter narrative that together we are stronger.

Challenges remain in respect of ensuring all communities have the confidence to report hate crime and ensuring the provision of accessible reporting mechanisms, and this work will continue to be a priority.

Over the last 12 months the partnership has evolved and restructured to enable more direct input from partners and community representatives, whilst enhancing governance and decision-making processes through the establishment of a new Strategic Board. The partnership has commenced a programme of work to refresh the GM Plan to Tackle Hate Crime ahead of a launch in early 2024. This paper provides a summary of the work to date and looks ahead to new opportunities to improve the response further.

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 always be contacted by the police to get more details of the incident and will be updated on progress as appropriate.

In Greater Manchester GMP records the five strands of hate crime as required nationally: Race; Religion; Sexual orientation; Trans identity; Disability and; Alternative subculture/lifestyle as a sixth strand.

GMP Data – Recorded hate crime

The number of hate crimes has decreased by 12% compared to the previous 12 months. The biggest reductions can be seen in recorded race and sexual orientation hate crimes.

<u>Recorded Hate Crime data</u>			
	November 2022 – October 2023	Previous 12 months	Percentage change
Total hate crime*	10,631	12,082	-12%
Disability	1,121	1,153	-2.8%
Race	7,439	8,642	-13.9%
Religion or Belief	921	865	+6.5%
Sexual Orientation	1,661	1,979	-16.1%
Transgender	326	339	-3.8%
<i>*Please note that multiple motivations can be recorded against the same crime or non-crime incident. Therefore, the sum of counts for all motivations may be higher than the overall count.</i>			

The Greater Manchester Hate Crime Partnership acknowledges the ongoing Hamas-Israel conflict and continues to monitor the data and work with local partners to provide an appropriate response and support to victims of hate crime. Operation Wildflower is GMP's response to the Hamas-Israel conflict in respect of the impact of tensions in Greater Manchester. It has a Command Structure and continues to meet regularly to ensure

partners and community representatives can communicate and work through arising issues and concerns. GMP recorded hate crime data for October 2023 shows 50 antisemitic crimes recorded, compared with 13 in October 2022. GMP continues to work closely with the Community Security Trust to exchange data and ensure an appropriate response to victims.

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 to celebrate diverse cultures and raise awareness of hate crime. 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 from the GMCA Equality Panels.

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, including the Faith and Belief Advisory Panel, 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.
- 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. In respect of themes identified by the hub, many reports reflect what is happening nationally and internationally, including videos of an incident, news broadcasts or comments. In addition, young people of school age are being harassed and targeted using videos created in social media applications, with strong links to bullying and encouragement to self-harm. There remain challenges in this online space including the inability to regulate and control content being put on the internet in a timely manner. There is also the propensity for the spreading of misinformation and an emerging threat connected to the advancement in Artificial Intelligence to manipulate image and sound.

Governance review

The partnership has recently undertaken a review of its governance arrangements. The existing working group will continue to provide a platform for Greater Manchester partners and community advocates to receive and provide updates on hate crime, but will include task and finish work streams to provide additional opportunities for active participation in the design and delivery of the work. A new Strategic Board, to be chaired by the GMP Strategic Hate Crime Lead, has been created to drive the direction of the working group and to monitor overall performance of the partnership and the priorities as set out within the GM Plan to Tackle Hate Crime.

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 Greater Manchester's first dedicated Plan to Tackle Hate Crime, 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. Progress against the agreed priorities is reported to the Greater Manchester Hate Crime Working Group.

Work has commenced to refresh the existing GM Plan to produce a new long-term vision to tackle hate crime. Public consultation events will take place over the coming months and during the February week of action to help design and shape the future priorities.

Below is a summary of activity from the last 12 months against the existing four priorities.

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 scheduling 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.

The Deputy Mayor has attended and spoken at a number of events aimed at raising awareness of hate crime and celebrating the diversity within Greater Manchester's communities. This includes speaking at Manchester City Council's hate crime week launch event held at Gorton Monastery, speaking at an online hate crime webinar hosted by the Community Security Trust (CST), at the launch of the Bolton Pride festival, at the Remembering Srebrenica Memorial and at Stockport's Fair and Inclusive Summit.

Over the last 5 years the Police and Crime Panel, along with the Deputy Mayor have provided a combined £10,000 per year 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 led events and activities through small grants processes. This provides a capability to extend the reach into local communities and for those communities to design and lead initiatives to get local residents involved, talking and sharing their views and experiences. 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 1.

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 each February. 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. Campaign messaging is now also disseminated to residents through the Bee in the Loop community messaging service, as was seen in support of National Hate Crime Awareness week in October.

In February 2023, the partnership also produced a powerful campaign video featuring quotes from victims of hate crime outlining the effect this had had on them. These quotes form part of the campaign and copies can be found at appendix 2. A copy of the video, and other past campaign videos, has been shared with partners and is available on the [letsendhatecrime website](#) as a downloadable resource.

The printed campaign on the transport system provided the opportunity for 86,000 people a day to view the messaging over a four week period from 30th January to 26th February 2023. In addition, there was a further 1 million opportunities to see the campaign messaging over a two week period via digital screens throughout Manchester City Centre. The paid advertisements on Facebook generated 728,000 impressions with almost 8,000 people viewing the campaign video and there were 215,000 digital radio adverts through a 2 week DAX Radio campaign which includes platforms such as Tune IN, Deezer and radio station music applications.

The central campaign funding also supports the purchase of branded merchandise that is disseminated to partners for use within the local events. This includes thousands of 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.

Case study – Providing awareness and support following hate incidents.

A programme of activity and awareness raising took place across the Gay Village in Manchester's City Centre following targeted hate crimes in the area. This included visits to

premises in the area, distribution of promotional materials to encourage hate crime reporting in premises, training for volunteers and a number of sessions promoting hate crime reporting to the public in the local area.

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 the LiveChat facility enables direct, live, contact to a GMP operator who is able to escalate a police response if required. GMP will be running a campaign from November 2023 to promote and raise awareness of online reporting, Livechat, and advice available at www.gmp.police.uk over a sustained long-term period of time to improve the use of online services and encourage the public to 'channel shift'. The LiveChat facility continues to be included on numerous partnership campaigns, including on TravelSafe Partnership assets to promote its use on the public transport network. 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, Faith and Social Enterprise (VCFSE) organisations who work within communities 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 to review the Greater Manchester landscape in respect of Third Party Reporting Centres, linked to a wider piece of work around places of safety, continues to be developed and will be progressed through the Hate Crime Working Group.

Case Study - Refresh of Third Party Reporting and Hate Crime Ambassadors - Bury

The hate crime ambassador programme has recently been relaunched in Bury. This included a dedicated two-hour interactive workshop to cover the remit of the role and ongoing training programme. This workshop will be delivered every 12 months with a

regular training programme in that period, including a quarterly team meeting to share good practice and discuss any concerns or further opportunities. The training has now been dovetailed with GMP processes to offer a single gateway to become a registered hate crime reporting centre in Bury. At present there are 16 registered Third Party Reporting Centres in Bury, with more set to go live following a workshop held in October. Bury College has now been registered as a new Reporting Centre, representing over 4,000 students.

Case study - Manchester Community Safety Partnership has reviewed all of the third party reporting providers and relaunched their hate crime third party training.

The training has been refreshed to reflect the non-hate crime incident legislation and has been rolled out to 44 centres across Manchester to 198 champions. The centres include housing providers, universities, solicitors and Affleck's Palace alongside voluntary, community, faith and social enterprise sector agencies. Future sessions will be available via the Manchester Safeguarding Partnership to extend the reach for the hate crime training.

Priority 3 – Improve the 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.

Greater Manchester Victims Service: New Contract award and upcoming transformation of services.

Greater Manchester Victims' Services (GMVS) is an umbrella service commissioned by the GM Deputy Mayor, which brings together a variety of different services to offer practical and emotional support to victims and witnesses of both reported and unreported crime from across the city-region. A new provider, Catch22, started delivering the service from 18th September. In order to enhance partner working and increase efficiency of support services available to all victims of crime, the GMVS is now based at GMP Force Headquarters, adjacent to the Crime Response and Resolution Centre. Having the GMVS be based at GMP HQ, co-located with the crime recording team is designed to streamline the sharing of information and referral of victims of crime to support services. The closer relationship between GMP and Catch22 will be more efficient at addressing any issues,

identity ways of working and best practice to improve the support offered to victims of crime.

Within the GMVS team thematic roles will be assigned to staff members to enable an understanding to be built of victim need and system response. Hate crime has been included as one of the thematic areas to ensure a deeper understanding as the service develops. A new victim insights dashboard will also be developed which will be able to be shared with partners on a geographical footprint.

As part of the victims digital transformation refresh, a new GMVS website will be created to act as a one-stop-shop for victims, including a comprehensive directory of local and national services as well as information about what a victim can expect from GMP and the wider criminal justice system.

Over the coming months, the service will also be implementing a digital platform solution for a web-based Victims' Services assessment, case management and referral tool. These assets will provide victims with a means to access to their own records and management of their own service engagement at a time convenient to them, with the flexibility to engage and re-engage over time as their needs change.

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. There is scope for the remit of the ICSP to 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.

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.

Case Study - Effective challenge sessions in Oldham

Oldham Council are working with Stop Hate UK to equip the Schools in Oldham with the knowledge and ability to challenge hate effectively. Participants will learn how to:

- Recognise hate and harassment.
- Describe the impacts of hate and harassment.
- Know how and be confident to challenge hate effectively when they see or hear it.
- Plan and manage supporting students from a victim's perspective.
- Name the range of pathways students and staff can take to report and receive support.

In addition the council is also running a number of 'Hate and how to effectively challenge' sessions to Oldham Council Staff, Elected Members, School Governors and Ambassadors against hate.

Case Study - Salford City Council have worked with Communities Inc to deliver the Stand by Me project.

The project empowers people to assist victims of bullying, harassment or hate through safe bystander interventions. Programme sessions include:

- Exploring the spectrum of hate and how it can escalate
- Brief overview of hate crime including statistics
- Understanding the Bystander Effect and the barriers to helping
- Examining real life case studies and how people may feel and respond
- Raising awareness of a range of safe interventions that make us a better ally.

Offender programmes

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 the numbers are low and this is something that will be reported and monitored through the new Strategic Board moving forward. Work will also commence to review the use of hate crime perpetrator programmes, reviewing evidence of where this has been successfully implemented in other areas.

4. Challenges and future look

The report has already detailed some of the challenges and opportunities being managed by the partnership. This includes the prevalence of hate speech online and ensuring communities have the confidence, and mechanisms to report hate crime. There are a number of other considerations that the partnership will continue to monitor and respond to.

Tension monitoring

It is proposed to bring data on community tensions into the scope of the partnership to align that with the understanding on hate incidents and crimes. Work will be undertaken to ensure effective communication between agencies at the earliest point to ensure concerns can be addressed and responded to appropriately. The partnership is alive to upcoming political, national and international events that have the propensity to increase tensions amongst communities and will continue to work proactively to inform agreed action.

Online Safety Act

On 26th October 2023 the Online Safety Act received Royal Assent. The Act places a legal responsibility on tech companies to prevent and rapidly remove illegal content, like terrorism and hate speech, and to prevent children from viewing material that is harmful to them such as bullying and self-harm. The GM Hate Crime partnership will continue to consider the implications of the act and to scope opportunities to support its application and enforcement in the protection of local communities.

Expanding the partnership branding

Whilst a strong brand exists across Greater Manchester at present, there remain opportunities to link with other brands to increase the strength of message. This may include links to local sports teams who have their own campaigns, which align closely with the work the partnership undertakes. These opportunities will be explored.

Hate against Women and Girls

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 matter and the Greater Manchester Partnership will continue to monitor this position. This is particularly pertinent as including crimes against women and girls as a hate crime is a theme featured within the Greater Manchester Gender-Based Violence Strategy. In addition, there remain a number of themes that cross over with the gender-based violence work, with opportunities to align some work areas more closely, for example bystander campaigns and third-party reporting.

GMP Hate Crime Scrutiny Project

A new pilot project has been launched to identify trends and patterns in hate crime offences, to ensure compliance with the Victims Code of Practice, to identify if further investigative opportunities existed and to problem solve reoccurring issues. The aim is to improve the outcomes for victims and build confidence within communities to report and then support prosecutions. Once embedded, outcomes from the project will feed into the GM Hate Crime Working Group for review and consideration of future activity.

Hate Crime Inspection

His Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS) have recently undertaken a review of GMP's management of hate crime and the recording of None Crime Hate Incidents. The findings and recommendations arising from the inspection will be provided to the partnership for awareness and discussion and will be embedded within the refresh of the GM Plan to Tackle Hate Crime. It is expected that the HMICFRS report will be available in the new year.

Development of a new GM Plan to Tackle Hate Crime

As referenced earlier in the report, a programme of consultation across local communities and partners will inform the refreshed draft of a new Hate Crime Plan. The Plan will seek to build on the success of existing work but also to look ahead to tackle the challenges as outlined within this report. Increased analytical support will be brought in to support the provision of data and enable the Hate Crime Strategic Board to drive improvements in processes and outcomes for victims. A new online collaborative space will also be developed and launched to assist with the sharing of materials and best practice resources across the partnership. A copy of the draft plan will be shared with the Police Crime and Fire Panel for feedback before it is finalised.

5. Recommendations

Appear at the front of this report.

Appendix 1 – Example of activities in support of raising awareness of hate crime.

Oldham - Future Directions held an information stall and at Oldham Gallery and an arts and craft session. This was promoted to people with learning disabilities and gave people with learning disabilities the opportunity to learn and share ideas and feelings on hate crime in a safe and enjoyable space. Learning from the event was shared back with the council.

Wigan – Ekhaya Empowerment C.I.C ran a United Against Hate Crime event, bringing together local communities in Wigan to mark hate crime awareness week and provide opportunities to share information and support people who had been a victim of hate crime.

Bury LGBTQI+ Forum hosted a Greater Manchester Hate Crime Event at Radcliffe Market providing opportunities to talk to people and share information on hate crime, how to report it and how to seek support.

Salford – Warmhut - The project was about raising awareness of hate crimes in the community and explored how the impact of hate crime affects people in the community and how, as a collective communities can help reduce the impact of the hate crime on the victims. Role-playing sessions were used for younger audiences to better explain and identify hate crime and how/where you can report it and children were given the opportunity to discuss this with friends from different backgrounds.

Partners in Bolton held a number of events to raise awareness and provide the opportunity for people to speak with council and police colleagues. Information stalls were held at local supermarkets and doctors surgeries as well as awareness events held with local cubs and guides groups and high schools.

Manchester – Europa - Members of Central and Eastern European (CEE) communities are likely to be the target of hate crimes, but unlikely to report them due to awareness, language and trust barriers. The project focussed on providing information and advice on recognising and reporting hate crimes, as well as art stands that engaged people in the topic of hate crime in a creative and friendly way.

Wigan Athletic Community Trust held a number of football tournaments supported by Happy Smiles, delivering workshops on the use of inclusive language and being aware of terminology in a social setting that may be offensive or hate related.

Appendix 2 – Example of victim quotes used within the GM Awareness Campaign in 2022.

“It made me feel disgusted and dehumanised. Why would you treat another human being that way?”

Report it at LetsEndHateCrime.com
#WeStandTogether

TOO GREAT FOR HATE

“I hated the fact my perpetrator was able to hide behind social media.”

Report it at LetsEndHateCrime.com
#WeStandTogether

TOO GREAT FOR HATE

“I didn’t want to make a fuss and thought if I reported it I would be putting myself in more harm.”

Report it at LetsEndHateCrime.com
#WeStandTogether

NO PLACE FOR HATE

“I just wanted someone to ask if I was alright.”

Report it at LetsEndHateCrime.com
#WeStandTogether

TOO GREAT FOR HATE