

GREATER MANCHESTER POLICE, FIRE & CRIME PANEL

Date: 24th July 2024

Subject: Greater Manchester Hate Crime Plan 2024 - 2028

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

Purpose of Report

The report sets out the process undertaken by the Deputy Mayor to develop the Greater Manchester Hate Crime Plan and sets out the priorities and actions within the plan.

Recommendations

The Police, Fire and Crime Panel are asked to comment on and endorse the final Greater Manchester Hate Crime Plan and note that the plan was approved by the Deputy Mayor of Greater Manchester.

Contact Officers

Superintendent Mike Russell, Greater Manchester Police

Dominic Coleman, Senior Policy and Partnership Officer, GMCA

Equalities Impact, Carbon and Sustainability Assessment

See Appendix 1

Risk Management

N/a

Legal Considerations

N/a

Financial Consequences – Revenue

N/a

Financial Consequences – Capital

N/a

Number of attachments to the report

Two

Comments/recommendations from Overview and Scrutiny Committee

N/a

Background Papers

Greater Manchester's Plan to Tackle Hate Crime 2020-2023

Tracking/Process

Does this report relate a major strategic decision as set out in the GMCA Constitution? No

Exemption from call in

No exemptions required

Bee Network Committee

N/a

Overview and Scrutiny Committee

N/a

1. Introduction

The Greater Manchester Hate Crime Plan serves as the foundational plan for the Greater Manchester Hate Crime Strategic Board. It will guide partners' work over the next four years on preventing and tackling hate crime and hate incidents in Greater Manchester.

The previous Hate Crime Plan was a three-year plan from 2020 to 2023 and included four priorities. The next Hate Crime Plan will be a four-year plan from 2024 to 2028 and includes six priorities and a twenty-point action plan detailing how each priority will be achieved.

The Hate Crime Strategic Board, chaired by Greater Manchester Police, serves as the main forum for partners to come together to discuss how to combat hate crime and hate incidents. Partners who sit on the group include including Greater Manchester Police, the ten local councils, the Voluntary, Community, Faith and Social Enterprise sector, Crown Prosecution Service, Transport for Greater Manchester, NHS Greater Manchester and Greater Manchester Fire and Rescue Service, GMCA and wider This Strategic Board will have ownership of the plan.

The timing of the Greater Manchester Hate Crime Plan is especially prevalent due to the conflict in Gaza and protests concerning the conflict. There have been worries from both the Jewish and Muslim communities about a rise in hate crimes and hate incidents, which have been monitored by Greater Manchester Police through Operation Wildflower.

Operation Wildflower is Greater Manchester Police and partners response to the conflict in Gaza. The operation has a clear command structure headed by an Assistant Chief Constable and focuses on community engagement and reassurance, especially our Jewish and Muslim communities who have been affected greatly by the conflict.

As part of Op Wildflower local neighbourhood teams speak to, and engage with, a variety of faith groups, conduct proactive patrol plans and meet with local leaders to build and foster trust, reassurance and confidence between police and partners and local communities.

National Picture

The Hate Crime Plan is as an essential document for Greater Manchester to tackle and prevent hate crime, especially in the absence of a national plan or strategy to tackle hate crime.

Nationally, hate crime has increased in recent years. In the year ending March 2023, there were 145,214 hate crimes recorded by police in England and Wales, a 40% increase compared to 103,379 hate crimes recorded in 2018/2019 and a 223% increase compared to 44,840 hate crimes recorded in 2013/2014¹. However, recorded hate crimes decreased 5% compared with the previous year, the first annual fall since the Home Office began collecting comparable data in March 2013.

¹ <https://researchbriefings.files.parliament.uk/documents/CBP-8537/CBP-8537.pdf> (Hate Crime Statistics, House of Commons Library, 15 January 2024)

Table 1 – GMP Hate Crime Data

In Greater Manchester, total hate crime decreased by 19.7% compared to the previous 12 months. The largest reductions can be seen in recorded disability and sexual orientation hate crime.

Recorded Hate crime data			
	July 2023 - June 2024	Previous 12 months	Percentage change
Total hate crime*	9,305	11,595	-19.7%
Disability	791	1,219	-35.1%
Race	6,621	8,244	-19.7%
Religion or Belief	1,078	932	15.7%
Sexual Orientation	1,482	1,825	-18.8%
Transgender	281	327	-14.1%
*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.			

Caveats placed with this data relate to the inconsistent use of flags and qualifiers. We are reassured that all crimes are being recorded, but some may not be flagged as hate which may affect counts and any analysis conducted on this data.

The volume of recorded hate crime is subject of frequent debate as to whether a reduction indicates a genuine reduction in crime and should be viewed positively, or as a result of sub optimal community awareness and confidence, and as such should be viewed as a negative trajectory.

It is likely that there are several reasons for the reduction in the numbers of hate crime reported:

1. Under reporting of hate crime

- GMP has numerous ways to report crime, phone, online, live chat or in person; recent community engagement conducted by GMP suggests that the various methods of reporting hate crime are not widely known in some communities. In response to this feedback GMP will be launching an awareness campaign via social media, community engagement events and local neighbourhood teams to promote the numerous ways hate crime can be reported.
- Community visits conducted by the hate crime team are in place to reassure communities around GMPs response to hate crime, provide advice and support, and increase awareness around hate crime reporting.
- Third-party hate reporting centres can be utilised as an additional reporting option, additional work is planned over the next 12 months to upskill the training for the centres and increase community awareness.

2. Lack of confidence in reporting crimes due to victim experience

- It is essential that victims are fully supported and offered enhanced support due to the nature of hate crime. The previously mentioned awareness campaign will inform both how to report hate crime and the support available to victims of hate crime when reporting crimes of that nature.
- In order to monitor the support given to victims, a new enhanced governance process around hate crime is being implemented to ensure correct recording of hate crime and that all flags and qualifiers are present at the start of the recording process to ensure victims receive the correct levels of support.

3. Improved effectiveness of GMP's response to hate crime.

- Hate crime is investigated thoroughly in GMP and this is probably a contributory factor to the reduction of recorded hate crime. All reported hate crimes are reviewed by senior leaders on every district each morning to ensure hate crimes are being robustly managed and the local neighbourhood policing team are involved in investigation and support.
- To further improve the organisations response to hate crime, the force intelligence bureau will produce regular reports on hotspot locations so that neighbourhood policing teams can problem solve and proactively reduce hate crime in those locations. The close relationship GMP have with Crown Prosecution Service around hate crime strives to ensure that opportunities to prosecute offenders for hate crime are maximised.

4. Planned improvements

- GMP are constantly aiming to develop new processes and improvements to help prevent hate crime and bring to justice the perpetrators of these offences. Every part of the system and service involved in hate crime is being reviewed to further improve the service GMP delivers.
- There is an ongoing proposal being developed, that if implemented, will result in the vast majority of hate crimes being dealt with by a single investigation team, in conjunction with local neighbourhood teams, to ensure consistency and high quality of service; this will enhance detection opportunities and allow more support to be provided to victims.
- Additional, regular training is being delivered to crime recorders to ensure hate crime is correctly identified and all flags and qualifiers are added to the crime at the first opportunity.
- An automated quality assurance report is being developed to ensure the quality of hate crime recording continues to improve and this will be monitored via an improved governance system that will also focus on investigation quality, location hotspots and community engagement and feedback.

2. Backwards Look

Since the launch of the original Greater Manchester Hate Crime Plan in 2020, the Greater Manchester Hate Crime Partnership has been working together to achieve the original four priorities through activities to increase awareness of hate crime and hate

incidents, improve support for victims of hate, improve mechanisms for reporting hate crime and launching initiatives to prevent hate crime from occurring.

Below are examples of the work taking place across the 10 Districts and being delivered locally by partners in each of the priority areas.

Priority 1: Raising awareness

The Deputy Mayor and the Police and Crime Panel provide funding for hate crime activity in Greater Manchester. £10,000 is provided to each local authority during Hate Crime Awareness Week to fund activity in their districts which is supplemented by additional funding from the districts.

An example of districts making use of the funding provided is Tameside and Bury. Tameside have used the funding to support a range of projects in the previous financial year which they will continue to do so in the current financial year. Bury held several hate crime awareness programmes during hate crime awareness week, using sport and music to engage, educate and inspire young people around hate crime. Partners have included Manchester United Foundation, Liv's Trust, Mad Theatre and The Met.

The Deputy Mayor also attends and speaks at a number of partnership events to raise awareness of hate crimes and hate incidents including the Hate Crime Awareness Week launch event held by Manchester City Council in Wythenshawe and the Remembering Srebrenica Memorial.

Priority 2: improve support for victims of hate crime

In the past 12 months a new provider was commissioned to deliver the Greater Manchester Victims Service (GMVS) which is an umbrella service commissioned by the Deputy Mayor to bring together different services to offer support to victims. To improve partner working, the GMVS is now housed at GMP Force Headquarters which allows the streamlining of information and referral of victims of crime to support services.

As part of a digital transformation of victims support, a new website is currently in the process of being developed which will act as a comprehensive solution which aims to transform the way victims engage and interact with victims services across Greater Manchester. The website will make use of case management and referral tools which will allow victims to track their progress through the criminal justice system providing information on each step along the way, access their own records and manage their own service engagement with convenience.

Priority 3: Increase the reporting of hate crimes

Greater Manchester Police rolled out the LiveChat facility, making it easier for residents of Greater Manchester to report crimes. The facility allows residents to communicate with a GMP operator who is able to escalate a police response if required. GMP began running a campaign in November 2023 to raise awareness of online reporting and LiveChat continues to be included on partnership campaigns including on TravelSafe partnerships to promote its use of the public transport network.

Additionally, residents can access support and reporting services through third party reporting mechanisms including ambassadors or centres which are run by local businesses or Voluntary, Community, Faith and Social Enterprise (VCFSE) organisations. These centres pass on any information either directly to the police or through the national police reporting system, True Vision.

Work is ongoing in local authorities to improve third party reporting mechanisms. Examples include Bury who, over the past 12 months, have seen the evolution and roll out of the Third Party Reporting Centre ambassador/champion training. This is a rolling training programme delivered in partnership with Greater Manchester Police, Bury LGBTQI and Victim support to allow community groups and individuals to become registered Third-Party Reporting Centres and hate crime ambassadors/champions with Bury Council. Bury currently have 19 Third Party Reporting Centres. Bolton are currently in the process of refreshing third party mechanisms by recruiting individuals who attended Hate Crime Awareness Week events to be ambassadors.

Priority 4: Prevent hate crime

Key to preventing hate crime and hate incidents is to showcase the impact of hate crime upon victims and communities. Tameside are currently part way through an arts project which details the impact of hate crime. They will use the art display at future hate crime events.

3. Development Process

The process of drafting the Greater Manchester Hate Crime Plan began with the creation of a Task and Finish Group, composed of partners in local authorities, Greater Manchester Police and the VCFSE sector to meet regularly to provide support for the writing of the plan.

An online consultation, which ran from the 2nd of February to the 24th of March, allowed partners and residents to provide comments and feedback on the priorities to be included in the new plan. The consultation had 195 respondents and over 950 answers to questions. There was also in-person engagement undertaken alongside the online consultation, including with the Women and Girls Equality Panel.

After the consultation closed, an analysis was undertaken of the responses by the GMCA Research Team, to identify key themes. Using the analysis, the six priorities and twenty point action plan was developed. Further engagement on the draft priorities then took place with partners including local authority leads for hate crime in each district, the Hate Crime Strategic Group and VCFSE sector partners.

Once the draft priorities were in place, the Police, Crime, Criminal Justice and Fire team began writing the Greater Manchester Hate Crime Plan which was taken for approval to the Deputy Mayor of Greater Manchester. Manchester City Council, as the lead local authority for coordinating the Hate Crime Awareness Week Campaign in Greater Manchester, and Greater Manchester Police were asked to write forewords to be included within the plan to showcase the partnership approach which will be taken to achieving the plans priorities and actions.

4. Priorities

Listed below are the six priorities which will be included within the new Hate Crime Plan and the action points which have been developed to achieve each priority over the next four years.

1. Increase communication and awareness of hate crime and its consequences
 1. Create a public awareness campaign on what constitutes a hate crime. We will utilise our partnerships to create a common message.

2. Work towards combatting hate crime online, especially on social media and online gaming.
 3. Undertake a regular poll of hate crime partners and residents of Greater Manchester to better understand attitudes and priorities and ensure our approach to tackling hate crime is driven by their experiences.
 4. Increase awareness of the impact of misogyny on women and girls and the impact of gender-based violence.
2. Improve support for victims of Hate Crime
 1. Work with Greater Manchester Police to consider the introduction of a new service standard for responding to hate crime.
 2. Improve support for victims post-reporting by implementing a trauma-informed response and tailoring support to victims' needs, including neurodiversity.
 3. Increase awareness of services available to victims of hate crime and hate incidents.
 3. Increase the confidence to report Hate Crime
 1. Inform people of the support available when reporting a hate crime and improve and publicise third party reporting mechanisms such as centres and ambassadors.
 2. Seek to increase the trust of residents of Greater Manchester in public sector organisations and the police to tackle hate crime by improving communication about successful actions and outcomes.
 3. Scope the creation of a Greater Manchester hate crime app which allows for anonymous reporting and access to information sources and victims' support services.
 4. Prevent Hate Crime from occurring
 1. Continue to use an evidence-led approach to combat hate crime and monitor tensions.
 2. Commit to reviewing the causes of hate crime and improve the visibility of the action we are taking to tackle hate crime
 3. Tackle hate crime and improve feelings of safety on public transport, especially at night, by working with partners including TfGM, the GMCA Night-Time Economy team, emergency services, security and transport companies.
 5. Improve education around Hate Crime
 1. Improve training of partners working on reducing hate crime
 2. Work with partners and young people to co-develop how we improve the education of hate crime in schools, colleges, universities and informal education
 3. Encourage and equip residents of Greater Manchester to safely intervene and report when they witness a hate crime.
 4. Improve education and public understanding of how the criminal justice system operates, supports and communicates with victims and educates perpetrators.
 6. Bring communities together to tackle Hate Crime
 1. Work with voluntary, community, faith and social enterprise groups to improve engagement and outreach with communities and reduce hate crime against those with protected characteristics

2. Bring together communities to share different views to promote cohesion and friendship
3. Understand how hate impacts emerging and migrant communities, including those with asylum backgrounds.

5. Next Steps

The Hate Crime Plan will be formally launched in October 2024 during National Hate Crime Awareness Week at a partnership event which will be attended by partners who have helped to develop the plan and continue to work to prevent and tackle hate crime and hate incidents in Greater Manchester.

After the launch of the plan, work will commence on a delivery plan which will state in more detail and specificity how partners will achieve the priorities within the plan and how the actions will be implemented. Feedback from the Police and Crime Panel is welcome and will be included within the delivery plan. The delivery plan will be developed in partnership, especially with the Mayor's Equality Panels, to ensure it is reflective of communities and residents.

As part of the development of the delivery plan, with the assistance of partners, key performance indicators will be created to measure the progress of achieving the priorities and action points included within the plan. Additionally further information will be provided within the delivery plan on research initiatives which will be carried out by the Hate Crime Partnership to further understand hate, especially the prevalence of hate online and the impact of intersectionality based hate crime – where hate crime is committed against an individual with multiple forms of protected characteristics.