



East Cambridgeshire Community Safety Partnership

2017/18

BRIEFING TWO

HATE CRIME

V1.0

AUTHORS:	Jack Ossel and Zonnetje Auburn Cambridgeshire Research Group
CONTACT:	01223 715300 research.group@cambridgeshire.gov.uk
DATE:	Sept 2017
PRODUCED FOR:	East Cambridgeshire Community Safety Partnership

PURPOSE

The content of this briefing paper is intended to support the conversation that the East Cambridgeshire Community Safety Partnership (CSP) needs to have around hate crime. Hate crime is grossly under-reported, but is rising globally. This is evident from increasing international media coverage on events driven by hate and prejudice, as well as local and national police statistics. An understanding of the local context is imperative in order to tackle local issues and prevent the increase, acceptance and tolerance of hateful behaviour.

The briefing covers provides national context and explanation of cohesion concepts, statistics from the police recorded crime, both for East Cambridgeshire and the force-wide area, a summary of relevant local activities and recommendations for future local action.

HATE CRIME IN PERSPECTIVE

Hate crime is defined as ‘any criminal offence which is perceived, by the victim or any other person, to be motivated by hostility or prejudice towards someone based on a personal characteristic.’¹ This definition was agreed in 2007 by the main statutory criminal justice agencies. There are five centrally monitored strands of hate crime:

- race or ethnicity;
- religion or beliefs;
- sexual orientation;
- disability; and
- transgender identity.

A person does not have to be an actual member of an identifiable group to be a victim; the defining factor is the perpetrator’s perceived motivation.

National recorded hate crime offences

In 2015/16, there were 62,518 offences recorded by the police in England and Wales. This can be broken down by crimes linked to each of the five centrally monitored strands;²

- 49,419 (79%) race hate crimes;
- 7,194 (12%) sexual orientation hate crimes;
- 4,400 (7%) religious hate crimes;
- 3,629 (6%) disability hate crimes; and
- 858 (1%) transgender hate crimes. *³

In 2015/16 financial year, the ratio of the five strands remained relatively similar to the previous financial year. The largest change occurred with the proportion of race hate crime falling by 3%. This may be due to the other forms of hate crime being better targeted by police. As a result the proportion of sexual, religious and disability hate crime all rose by 1% year to year. The concern from

¹ Hate Crimes, England and Wales 2013/14 Home Officer Statistical Bulletin 02/14 – October 2014

² Hate Crime 2015/16, Home Office,

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/559319/hate-crime-1516-hosb1116.pdf

³ It is possible for a hate crime offence to have more than one motivating factor which is why the above numbers sum to more than 62,518 and 100 per cent.

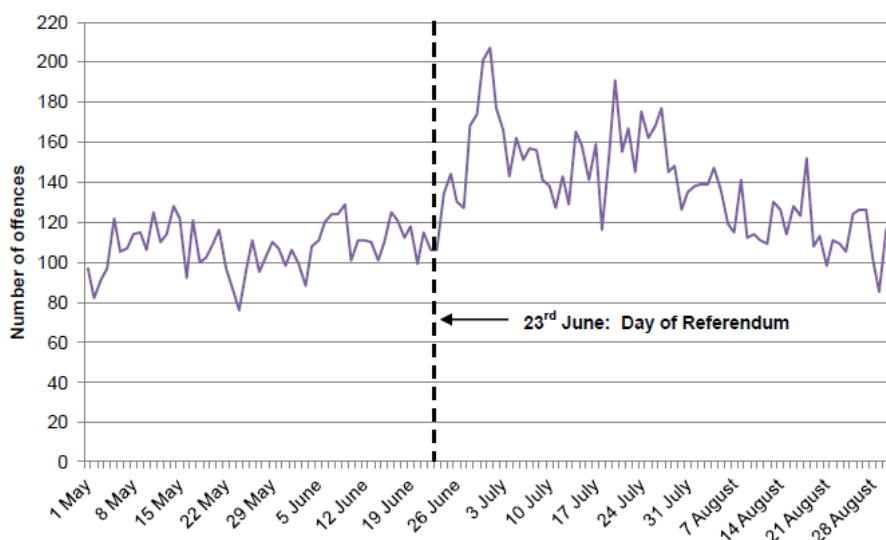
the constabulary is that we do not have a strong grasp of the true extent of religiously aggravated hate crime, although an internal crime review carried out by the constabulary showed that overall, crimes are not going up as a result of religious intolerance. The constabulary have stressed the point that online hate crime is the most likely form in Cambridgeshire which can also be broken down into the five strands.

Under-reporting of hate crime remains a significant problem for agencies. With victims often reluctant to come forward for many reasons, including fear of reprisals, low confidence in the police to effectively deal with the issue, embarrassment or feeling that it is 'not a police matter'. There is also concern; both locally and nationally, that hate crimes linked to disability are severely under-reported. In response to this, the Justice Inspectorates have highlighted a new national impetus that focuses on improving awareness of what disability hate crime is: increasing the reporting of disability hate crime and embedding hate crime processes within the routine working practices of the police, Crown Prosecution Service and Probation Trust.⁴

EU Referendum

It is worth noting that the national figures above do not include hate crimes from around the time of the EU referendum in June 2016 because the data period of the 2015/16 Hate Crime report from the ONS ran from April 2015 to March 2016. The ONS did release a briefing (in the form of an Annex) within their report. It stated that there was a peak in hate crime in the months leading up to and shortly after the referendum as shown in Figure 1, below. This peak in crime was not reflected in other aggravated offences recorded by the police. Local figures for the period also reflect a similar rise, as shown in Figure 2, overleaf.

Figure 1: Number of racially or religiously aggravated offences recorded by the police, 31 May- Aug 2016



Source: Police recorded crime, Home Office Data Hub

⁴ Joint Review of Disability Hate Crime; Living in A Different World, Justice Inspectorates, <http://www.justiceinspectorates.gov.uk/hmic/media/a-joint-review-of-disability-hate-crime-living-in-a-different-world-20130321.pdf>

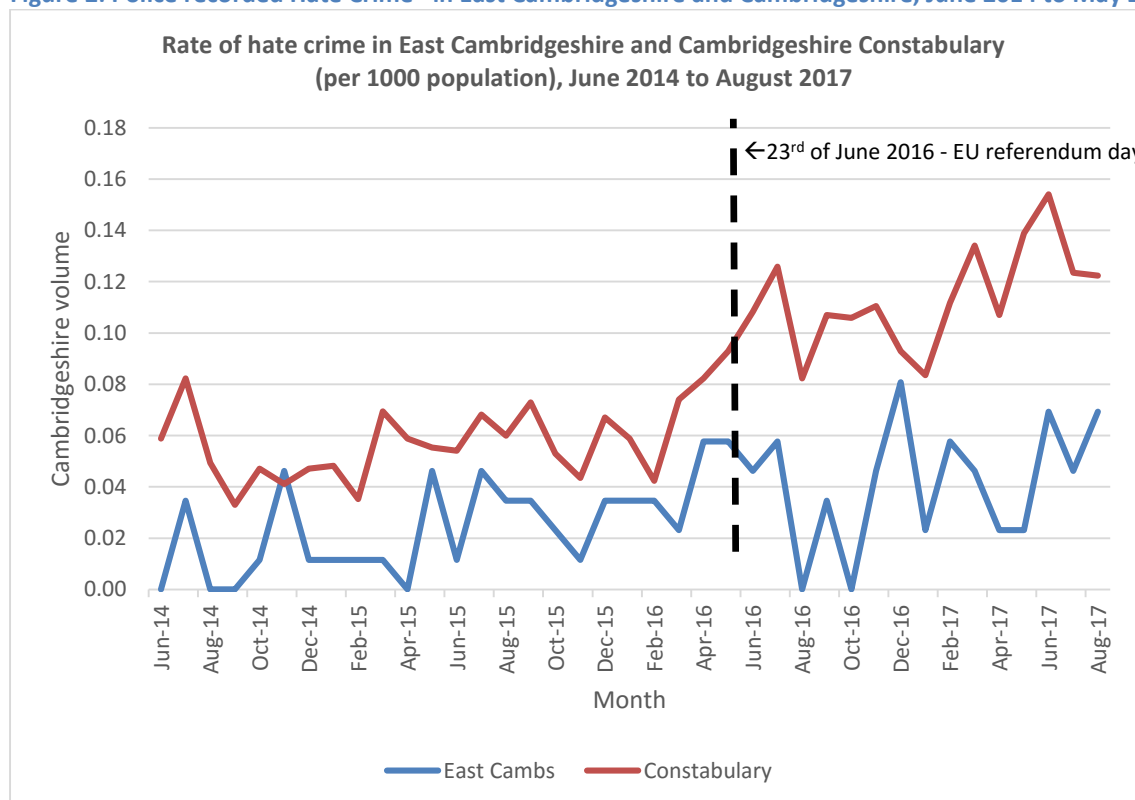
These observations from the ONS were also supported by information released by the National Police Chiefs' Council (NPCC), which covers Northern Ireland as well as England and Wales, which showed that there had been an increase in the level of reported and recorded hate crime⁵.

HATE CRIME IN EAST CAMBRIDGESHIRE

Police recorded incidents

Figure 2 shows the rate of police recorded hate crime in East Cambridgeshire, by month, with a constabulary-wide comparison also displayed. Between September 2014 and August 2017, there have been increases in the average number of recorded hate crimes per month. Between September 2014 and August 2015, there was an average count of 1.8 recorded hate crimes per month but this increased to 3.0 for the same period of 2015/16. In 2016/17 the average per month increased again to 3.8 per month. The increase in the monthly average of crimes for 2016/17 has been particularly driven by increases in the summer months from June to August as well as a peak in December (7 crimes) although it should be noted that the total counts of crime are still low, peaking at 45 offences for 2016/17. It should also be noted that October 2016 saw no recorded offences. Increases in recording are considered positive (see section 2 for further details.)

Figure 2: Police recorded Hate Crime* in East Cambridgeshire and Cambridgeshire, June 2014 to May 2017



⁵ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/559319/hate-crime-1516-hosb1116.pdf

Table 1: Total annual police recorded hate crime in East Cambridgeshire & Constabulary

Year (Sept - Aug)	East Cambridgeshire		Constabulary	
	Count	Rate per 1,000 population	Count	Rate per 1,000 population
2014-15	21	0.24	525	0.62
2015-16	36	0.42	768	0.9
2016-17	45	0.52	1183	1.39

The low counts of hate-related crimes in East Cambridgeshire are reflected in the overall incidents of crime for the district. Of the 63,692 offences committed in the constabulary area between September 2016 and August 2017 only 3,438 were committed in East Cambridgeshire equating to just 5.4% of total crime for the area. In the same period, there were a total of 45 hate crimes in East Cambridgeshire which equates to 0.52 crimes per 1,000 population. Despite the low counts, the total number of recorded crimes has tripled over the past 5 years and total counts are probably low, in part, due to under-reporting.

Racially aggravated hate crime in East Cambridgeshire

Between July 2017 and June 2017, there was a total of 20 police recorded crimes that were 'racially aggravated'⁶ in East Cambridgeshire. Ely North ward had the highest count of crimes during this 24 month period. In the most recent year Soham South and Ely East experienced the highest amount of hate crimes (*Local ward counts have been removed due to low numbers potentially making individual cases identifiable*).

Around 79% of all police recorded hate crimes are recorded as 'racially aggravated'.

Common hate crime themes locally

Within the police crime dataset 51 religious or racially aggravated crimes have been identified over a three year period (July 2014 to June 2017) there are several themes that have emerged. They are as follows;

- Five incidents of verbal abuse that include telling 'perceived' foreign nationals to "go back to your own country".
- Five arguments or disagreements in public between strangers that have escalated to the point where the offender has used racist language towards the aggrieved.
- Six incidents of hate crime in and around schools. These were not all perpetrated by school children, some cases involved parents.
- Of the 51 racially or religiously aggravated hate crime incidents since 2014, 30 were classed as public order offences, 10 were violence without injury and four were classed as violence with injury. Further to this three incidents were assigned as criminal damage. The remaining four were unclassified

© Crown copyright and database rights 2017 Ordnance Survey 100023205

⁶ includes racially or religiously aggravated assault with injury, racially or religiously aggravated common assault, racially or religiously aggravated criminal damage, racially or religiously aggravated harassment and racially or religiously aggravated public fear, alarm or distress

FORCE-WIDE PROFILE

Table 2 below highlights the annual count of police recorded hate crimes in Cambridgeshire districts and Peterborough over the past 5 years (12 month from Sept- Aug). These include all racially aggravated crimes and any other crimes where a hate crime marker⁷ has been applied. It should be noted that Cambridgeshire Constabulary and partners have been actively seeking to increase reporting of hate crime and therefore increases in recording are viewed as a positive outcome of those efforts. The key point of note here is that hate crime across the county is going up, and at an increasingly rapid rate.

In August 2017, there was a total of 104 police recorded Hate Crimes in the force wide area (including Peterborough). This was almost 50% more than the amount of the same month last year (70) and one of the highest counts for any month since the beginning of the recording of hate crime in April 2011.

Over the last twelve months, there has been an average of 99 police recorded hate crimes per month in the force wide area and this is almost quadruple the monthly average seen five years ago (27 per month in Aug 2012 - Sept 2013). East Cambridgeshire has seen a similar magnitude of increase over that time with recorded crimes quadrupling from 11 to 45, although volumes are still very low comparatively for population size.

Table 2. Count of police recorded hate crime in Cambridgeshire & Peterborough by district

Year (Sept–Aug)	Cambridge City	East Cambridgeshire	Fenland	Huntingdonshire	Peterborough	South Cambridgeshire	Total	% increase from previous year
2012-13	96	11	25	35	124	27	318	
2013-14	143	11	27	44	174	35	434	27%
2014-15	142	21	23	56	244	39	525	17%
2015-16	181	36	52	81	340	77	768	32%
2016-17	289	45	77	124	531	117	1183	54%

Source: CADET

In June 2016 the UK government held a referendum on whether the nation should remain in the European Union (aka Brexit). During this time, and immediately after the vote took place on the 23rd June, there was perceived increases in tension within some communities. Local data for the County supports the increased tensions, with an increase of 54% between 2015/16 and 2016/17 alone. Note that increases in East Cambridgeshire are the lowest in the County in that time period, which probably reflects a greater local reluctance to report crimes more than higher level of tolerance given that similar increases to the county are seen over a longer time frame.

⁷ Markers are applied to any crime where the victim or witness perceives that the crime was motivated by or was associated with hate for the victim based on a protected characteristic.

Racially or religiously aggravated hate crime

Nationally, around 82% of police recorded hate crimes are racially or religiously aggravated. Table 3 below breaks down racially and religiously aggravated crimes by district. Note that East Cambridgeshire accounts for less than 5% of racially and religiously aggravated crimes in the county.

Table 3. Count of racially & religiously aggravated* crimes, by district, – Sept 16 -Aug 17

District	Count of racially or religiously aggravated crimes (Sept 16-Aug 17)
Cambridge	198
East Cambridgeshire	20
Fenland	48
Huntingdonshire	75
South Cambridgeshire	71
Total	412

Source: CADET

*includes racially or religiously aggravated: assault with injury, common assault, criminal damage, aggravated harassment and public fear, alarm or distress

UNDER-REPORTING

As the data above shows there are a low volume of hate crimes in East Cambridgeshire. However, this does not mean there is not an issue. Hate crime is widely unreported with a large difference between the estimated level of hate crime predicted in the Crime survey for England and Wales and the level of police reported hate crime nationally.⁸ For example in 2014/15 there were an estimated 222,000 hate crimes committed but just 52,500 reported to police in the same period. This means that effectively less than 1 in 4 hate crimes are detected / reported.⁹ If this ratio were to be applied to the total figure for the most recent 12-months (September 2016- August 2017) of 45 it would indicate approximately 190 hate crimes. A similar figure to that recorded for residential burglary in the same period.

Case Study: *Local police hate crime contact, Phil Priestley, has described a situation with taxi drivers of Asian ethnicity that are known to occasionally be the focus of verbal abuse relating to race/religion in East Cambridgeshire. Most, if not all of these incidents go unreported. The reason for this is unclear so a survey of taxi drivers to find out more could be a step forward in tackling this issue in East Cambridgeshire.*

It has been acknowledged by the East Cambridgeshire hate crime action team that one of the key challenges is to increase the reporting of hate crime in the area. There is a perception among stakeholder groups (E.g. Pride – An LGBTQ voluntary group and charity) that many victims or bystanders do not report hate crime because: they do not realise it is a crime, think the police will do anything, feel confident enough to report it, or feel it is something worth reporting. An increase in the reporting of hate crime would be therefore be seen as progress for raising the profile of hate crime, public awareness around hate crime, and reducing levels of public tolerance and acceptance

⁸ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/543679/Action_Against_Hate_-_UK_Government_s_Plan_to_Tackle_Hate_Crime_2016.pdf

⁹ http://report-it.org.uk/files/action_against_hate_-_uk_government_s_plan_to_tackle_hate_crime_2016.pdf

of hate crime. Most unreported hate crime incidents are public order offences; which generally means verbal abuse. The most serious hate crime offences involving violence are generally reported but this is not guaranteed. Nor is it guaranteed that a hate crime marker is placed against all crimes that are motivated by hate.

Stakeholder views

Consultation with various stakeholder groups such as the Police East Cambridgeshire Hate Crime team and the East Cambridgeshire Pride group has revealed anecdotal evidence that is not apparent in the police recorded statistics shown above.

Through discussions with LGBTQ group, Pride in Ely it was revealed that most hate crime incidents involve verbal abuse e.g. a comment shouted out loud will go unreported but more serious offences are likely to be reported. This is evident among other victim groups.

Young people

The East Cambridgeshire Hate Crime team within the police also expressed concern over the prevalence of online hate crimes that are un-recorded. Social media is one area where the police have suggested that young people are most likely to experience or perpetrate hate crime and yet there is little evidence of this within police recorded hate crimes or incidents. This could be because schools are not sharing the information with police or because the incidents are not being reported at all.

It is important that schools and the police maintain close relationships so the messages are clear and consistent. If there is a current disconnect between schools and other hate crime stakeholders, it is recommended that further work takes place locally for a joined-up approach to raising awareness and reducing hate crime amongst the younger age groups. Young people often understand that racist attitudes and hateful behaviour are wrong and respond to sustained and intensive programmes that target specific attitudes¹⁰, and therefore provide the perfect audience to tackle prejudice attitudes.

CURRENT EFFORTS IN EAST CAMBRIDGESHIRE

Within East Cambridgeshire efforts are being made to tackle hate crime in a variety of different ways. Services range from awareness and outreach programmes such as those run in schools by the Fire and Rescue Service, to ensuring hate crime offenders are dealt with appropriately and swiftly by the police.

Outreach in schools

The fire service in conjunction with East Cambridgeshire district council have been into schools to present tolerance and diversity programmes to large groups of school children. These programmes attempt to highlight the issues with intolerance and promote the benefits of diversity. This outreach programme runs in conjunction with the current Prevent programme, 3R (recognise, report and result).

¹⁰ <https://www.jrf.org.uk/report/challenging-and-changing-racist-attitudes-and-behaviour-young-people>

It is important to focus on young people within schools because it is still possible to shape a young person's views at an early stage before they develop entrenched prejudices toward other groups and communities. Hate crime or incidents perpetrated by children at school can escalate to something more serious in adulthood if not properly addressed early on.

Community Engagement

The local police hate crime team are actively involved with trying to engage with various communities such as LGBTQ, young people, the Muslim community and the Polish community. These groups have been identified by, or come forward to, the hate crime team within the police as experiencing hate crimes. Some of these victim groups are more willing to engage than others and some present more challenges such as a language barriers and negative perceptions of the police, which can be hard to change. The Polish community, for example, have on occasion made clear to police that they would not expect Polish police to investigate a hate crime so they assume British police would not either. The East Cambridgeshire Hate Crime team in the police have responded by producing posters and leaflets written in Polish to try and address this perception.

Other initiatives such as the Young Person's Council (which invites young people to discuss local issues and send a representative to local council meetings), and events co-run by volunteers from communities such the LGBTQ community have helped to bring the police force closer to the communities they serve.

Prosecution

Many victims of hate crime do not report the crime because they lack a belief that the offender will be prosecuted in any form. For the police this is an important perception to address; victims need to know that they will be listened to and the offender will be dealt with. The East Cambridgeshire Hate Crime team have stated their desire not to educate rather than criminalize where possible (especially with young persons). However more serious hate crime offenders will be prosecuted to the full extent of the law in the interest of increasing public awareness that hate crimes are unacceptable in our society.

Restorative justice

East Cambridgeshire Police value the benefits of restorative justice where both victim and offender are deemed willing to engage with the process. The aim is to provide the victim the opportunity to explain how a crime affected them so that the offender can better connect with the repercussions of their actions. The hope is that this impacts positively on the offender's behaviour in future. The results of these initiatives are often positive but are very resource intensive.

RECOMMENDATIONS

Engagement

Further engagement with East Cambridgeshire communities that are most susceptible to hate crime is required in order to instil confidence that victims will be listened to, and that offenders will be dealt with accordingly.

Some communities stand out as being at particularly high risk of victimisation and should be the target of further engagement (e.g. travellers and the disabled community), however a greater understanding of the levels of underreporting of hate crime within different communities is needed to ensure that engagement efforts are targeting those most in need. Survey methods could be help reveal the experiences of local minority groups and facilitate the targeting of future awareness raising.

Surveys could be conducted to engage groups known to be targets of hate crime locally. For example, the taxi driver community could be approached to reveal the full extent of the problem. A greater understanding of the incidents they experience could help to develop a more targeted strategy. This could be open to all taxi drivers to see whether other ethnicities are also being victimised.

Showcase and celebrate local minorities

In addition to greater engagement as an authority, further attempts to engage the public with local minority groups could be taken. For example, Fenland has taken steps to celebrate Traveller / Roma Gypsy culture in the community¹¹. In 2015 the Rosmini centre in Wisbech hosted a daylong event celebrating music, dance, craftwork and a display of various artefacts in the hope that it could counter negative perceptions attributed to traveller groups by some people in the community. These types of events could help counter prejudices and help develop an understanding of what these minority communities can contribute to society.

Theatre Production

Theatre productions in schools have been reported as successful in shaping a young person's views and altering their behaviour on certain issues, such as Child Sexual Exploitation. Following Chelsea's Choice, for example, disclosures following dedicated performances were reported from at risk young people.

A production that targets prejudice and hate crime available to the partnership is called 'Feel the Hate' (from the producers of 'Chelsea's choice'), which is being rolled out across the country.

This production was developed specifically to combat the growing need to raise awareness among young people around hate crime. The show aims to explain what hate crime is, the effect it can have on individuals, their family and friends, and also where to go for help and advice. The performance is 30 minutes long and is for young people in year 7 and above. A 30 minute post-show talk aims to engage the audience in a conversation about hate crime and their experiences.

¹¹ <http://www.fenland.gov.uk/article/10740/Celebrating-Traveller-culture>

The following feedback from schools (key summative phrases and sentences) were shared by Cumbria Police (who initially commissioned the theatre production);

<i>"Very Successful"</i>
<i>"Very emotional"</i>
<i>"Good range of hate crimes covered [...But in post-performance discussions, smaller group-work recommended]"</i>
<i>"Another hard hitting production"</i>
<i>"Really powerful messages"</i>
<i>"A little disappointing/definitely not the same impact as Chelsea's Choice"</i>
<i>"Kept the pupils interested and absorbed throughout [...but not as] hard hitting as Chelsea's choice"</i>
<i>"A number of students sought advice after the performance"</i>
<i>"Session only lasted 40 minutes [due to limited post-performance discussion]"</i>
<i>"The students [...] commented on powerful performances, many found it very emotional"</i>

This option has been endorsed by the East Cambridgeshire Hate Crime team and previous productions have been well received in local schools. More information is available in the appendices.

Increased partnership working

The East Cambridgeshire Hate Crime team would welcome the opportunity to collaborate with the Fire Service and East Cambridgeshire District Council to further develop the tolerance and diversity component of the Prevent presentations in schools. Content could then be made more specific and locally relevant by tackling local issues.

Joined up working by these partners may also help to identify overlaps and gaps in local efforts. For example the Police have more context on what incidents actually occur but relatively little engagement in schools whereas the fire service does not deal with the incidents and so are maybe less well informed on the context of what is actually happening but would potentially be better suited to engaging with students than the police.

Dedicated Online Hate Crime Abuse Strategy

More consideration must be given to online hate crime, through social media in particular. Consultation with the East Cambridgeshire Hate Crime team has revealed that almost all known hate crimes/incidents committed by young people occur online.

Dealing directly with the social media companies is difficult. They have no obligation to engage with schools or police unless a subpoena is produced by an American court. This means that other strategies must be pursued. For example within the tolerance and diversity talks in schools there could be an emphasis on the fact that the internet is deemed a public space and there are consequences should anyone perpetrate cyber-hate.

Further training for teachers, safeguarding staff, and parents could be provided in order to improve awareness of what to look for and how to deal with the consequences. Many practitioners remain unaware about the nature, prevalence and resources available to tackle cyber hate and bullying on social media.

APPENDIX A - FURTHER RESOURCES

1. Cambridgeshire Constabulary – Hate Crime (what it is and how to report it)

http://www.cambridgeshire.police.uk/victims/hate_crime.asp

2. Compendium of practices to tackle hate crime – European Union Agency for Fundamental Rights

<http://fra.europa.eu/en/theme/hate-crime/compendium-practices>

3. Human Rights Equality Commission research

<https://www.equalityhumanrights.com/en/publication-download/healing-divided-britain-need-comprehensive-race-equality-strategy>

4. The Policing of Hate Crime In Nottinghamshire, Dr Loretta Trickett

http://www.report-it.org.uk/files/nottinghamshire_police_final_draft.pdf

5. Challenging and changing racist attitudes and behaviours in young people, Gerard Lemos, Joseph Rowntree Foundation

<https://www.jrf.org.uk/report/challenging-and-changing-racist-attitudes-and-behaviour-young-people>

APPENDIX B – ‘FEEL THE HATE’ THEATRE PRODUCTION

Costs for 2017

- 1 week (up to 10 shows) £4,790+VAT
- 2 week (up to 20 shows) £8,380+VAT (equivalent of £4,190 per week)
- 3 week (up to 30 shows) £11,980+VAT (equivalent of £3,994 per week)
- 4 week (up to 40 shows) £15,570+VAT (equivalent of £3,893 per week)
- Extra weeks (up to 10 shows) charged at £3,440+VAT per week

<http://www.alteregocreativesolutions.co.uk/fth/>