

# London Race Hate Crime Forum

## Annual Report 2006–2007

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## ACKNOWLEDGEMENTS

The Metropolitan Police Authority (MPA) would like to express its gratitude to members of the London Race Hate Crime Forum (the Forum) for their continued support throughout 2006-2007. Forum meetings have continued on a monthly basis and we recognise the considerable time and work demands on members. We remain grateful for the commitment and energy that has been demonstrated throughout our third year.

Our thanks are extended to boroughs involved in presentations over the year. Borough presentations are vital to the work of the Forum and we appreciate the considerable resources and partnership work required to make them possible. We thank not only those individuals from local authorities and police who attended presentations but also those who worked tirelessly behind the scenes in putting the presentations together.

In addition we extend our thanks to:

The Government Office for London (GOL) for a third year of funding support.

Local authority Hate Crime Coordinators for their continued support of the Hate Crime Coordinators Group (HCCG)<sup>1</sup>, as well as those MPS officers within Community Safety Units (CSUs) who have attended and recognised the value of the HCCG.

The Metropolitan Police Service (MPS) Violent Crime Directorate and MPA Planning and Performance Unit for their analysis of hate crime data.

The MPA Equality and Diversity Unit for their continued support.

To the Forum project team, Bennett Obong (Project Manager) and Michael Wadham (Project Assistant) for their work and commitment throughout the year.

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<sup>1</sup> See appendix 1 for terms of reference.

## FOREWORD

From Peter Herbert,  
Chair of London Race Hate Crime Forum



This Annual Report sets out the work of the London Race Hate Crime Forum over the past year, including the continuation of Forum scrutiny of London boroughs multi-agency response to race hate crime.

The Forum has now completed its third year of business and has continued to explore issues of hate crime with borough partnerships.

Many positive changes have been made since the Forum commenced its borough scrutiny in 2004. Whilst there have been increases in sanction detection rates across all hate crimes, which highlight the significant changes being put in place by the Metropolitan Police Service, sadly we still hear of cases which are slipping under the radar.

Our particular concerns have been raised in relation to communication between some of the partnership agencies effectively tackling criminal and non-criminal behaviours, which can mean the difference between a perpetrator being dealt with under criminal law or civil sanctions being put in place to deter the behaviour.

Some of the cases where the Forum has been directly involved include those where we have been concerned that either the investigative process has taken, in our view, too long or where more affirmative action seems not to have been taken to deter the perpetrator.

We know there are many individuals working and doing the best they can to ensure they deliver an effective response and service. To those people, we extend our congratulations and urge them to continue. What they will need to support them in this task, are effective systems that continue to deliver high standards of good practice in tackling hate crime. It is the systems that should drive the effective response so as not to be reliant of the personalities of those involved in the process.

Many boroughs and other statutory organisations are working to embed the equality agenda in a single generic equality scheme, thereby providing equality in all the diversity strands. We commend the work of the Hate Crime Coordinators Group (HCCG), established by the Forum in 2006. We see this as a vehicle by which to remain informed of issues across London. We also acknowledge that for many borough Hate Crime Coordinators, their areas of responsibility in terms of hate crime, covers a broader remit than the current Forum focus and applaud their energy and commitment. The Forum has equally received, as part of the borough presentation process, information on a wide range of hate crimes; our current focus remains specific to race and faith based hate crime but the principles apply across all hate crime.

We acknowledge that as an organisation, we need to explore the expansion of this remit. In doing so, we intend to work in partnership with those organisations who are already specialists in those areas. To this end, we will continue to engage with advisory groups to support us in incorporating other diversity strands into our agenda.

Unfortunately, funding to maintain the work of the Forum is an ongoing problem despite the good work being done. Previously the Forum has been dependant on financial support from

the Government Office for London (GOL) and the Metropolitan Police Authority (MPA). Sadly, the funding from GOL has come to an end and despite our attempts to seek funding elsewhere, including the Home Office (HO), we have met with little success.

It would be a travesty if the Forum were to cease to exist since it has been the catalyst in reminding borough partnerships that hate crimes should remain a priority. We will continue to lobby the statutory organisations to support the work of the Forum to ensure that vulnerable communities in London are protected against those that perpetrate hate crimes.

I commend the ongoing work of the Forum and look forward to its continuance with backing from all statutory and voluntary agencies well into the future.

## EXECUTIVE SUMMARY

The Forum has now been active for three years and its purpose is to reduce race and faith hate crime and the fear of crime by working with other statutory and voluntary partners. Its work primarily involves the scrutiny of London borough partnerships on behalf of its membership and assists London borough partnerships to improve service delivery to the communities of London.

Many changes have taken place during this time, which have been positive for the Forum's work in facilitating and supporting borough partnerships in addressing issues of service delivery. At the same time a number of events have left an indelible mark on the lives of many Londoners. One of the most marked were the London bombings of 2005 and more recently, the failed car bombings in London and attack on Glasgow Airport during the summer of 2007.

This report gives an overview of the achievements and challenges of the Forum and a walk through its work during that period.

There are a number of recommendations as a consequence of the Forum scrutiny. Some are not new, but are restated since there is still a need for improvements to be made in addressing hate crime. There are a number of areas of work for the Forum but its proposed future is currently uncertain. Funding to maintain the Forum is not yet forthcoming despite the efforts being made. From the point of view of London's communities it means there may no longer be a partnership body that specifically exists to challenge hate crime and its work plans for the future may not be realised.

All statutory organisations have a legislative duty to address issues of hate crime and the importance of the Forum work is reflected in the legislative context of hate crime, which is catalogued in this report.

The report explains the focus of the Forums'<sup>2</sup> work and what work, in partnership with other areas of the business, will need to explore to address other areas of hate crime. It gives a breakdown of hate crimes by borough in relation to race, faith and homophobic crime.

Research carried out by MPA Planning and Performance officers indicates, young people are not only the most vulnerable victims of hate crime but also more likely to be the perpetrators. There are also more male victims than female victims of hate crimes<sup>3</sup>.

Education is vital to challenging and changing attitudes, but many schools do not suitably record incidents of hate crime.

The Children Act 2004 and legislation emerging from Every Child Matters<sup>4</sup>, the Respect Agenda<sup>5</sup> and other changes should provide the impetus for change. The report shares the work being done to address hate crime in schools.

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<sup>2</sup> See page 9 for Forum aims.

<sup>3</sup> Victim and Accused - Hate Crime, Data for 2005/06 and 2006/07. Source: MPS CRIS.

<sup>4</sup> Every Child Matters a new approach to the well being of children and young people from birth to age 19.

<sup>5</sup> The Respect Agenda is about central government, local agencies, local communities and ultimately every citizen working together to build a society in which we can respect one another - where anti-social behaviour is rare and tackled effectively, and communities can live in peace together.

The HCCG, established in 2006, remains one of our most successful internal areas of engagement and sharing of information across London in terms of hate crime. It provides an arena through which to explore specific local borough issues, has increased in its membership over the year and now includes attendance from police officers from some MPS Community Safety Units (CSUs). The report will share issues emerging from the HCCG and in particular, discussions around additional indicators of best practice other than those provided by the standard Best Value Performance Indicators (BVPI).

## INTRODUCTION

### THE LONDON RACE HATE CRIME FORUM

The London Race Hate Crime Forum is a multi-agency body consisting of statutory and voluntary organisations brought together to discuss London's response to race hate crime. The Forum was established in response to recommendations from the Stephen Lawrence Inquiry Report of February 1999 referring to gaps in co-operation, the sharing of information and learning between the agencies responsible for dealing with race hate crime.

The Stephen Lawrence Inquiry Report recommended developing a multi-agency response to race hate crimes. Many years on from Stephen's murder, London has responded with a capital-wide Forum, to build upon the many local responses and the priority that race hate crimes are increasingly given by individual agencies.

This Annual Report is submitted to give feedback on the work of the Forum, during 2006-07, in addressing recommendations 15 – 17 of the Stephen Lawrence Inquiry Report.

The recommendations state:

15. That Codes of Practice be established by the Home Office, in consultation with Police Services, local Government and relevant agencies, to create a comprehensive system of reporting and recording of all racist incidents, crimes and criminal damage.

16. That all possible steps should be taken by Police Services at local level in consultation with local government and other agencies and local communities to encourage the reporting of racist incidents and crimes. This should include a) the ability to report at locations other than police stations and b) the ability to report 24 hours a day.

17. That there should be close co-operation between Police Services and local government and other agencies, including in particular Housing and Education Departments, to ensure that all information as to racist incidents and crimes is shared and is readily available to all agencies.

The aims of the Forum are to:

- improve the coordination between the key agencies responsible for dealing with victims of race hate crime;
- improve the effectiveness with which perpetrators are brought to justice;
- improve the confidence and satisfaction of victims in reporting race hate crime;
- promote a consistent service across London; and
- reduce and prevent racially motivated crime.

Over the last ten years there have been many pieces of legislation passed through Parliament, which have been established to address issues of hate crime. Whilst in theory the guidance

and legislation<sup>6</sup> is in place to respond to individuals and communities who experience hate crime or incidents, the experience of the Forum is that the practice in delivering this so that victims feel supported and heard, is not as straight forward as it may seem.

The MPA, through the work of the Corporate Development and Strategic Oversight Unit<sup>7</sup>, has a number of major objectives in 2007/2008. Those relating to the Forum include:

- supporting, challenging and enabling improved performance and monitoring in relation to race, faith and homophobic crime;
- working with borough partnerships to explore how the needs of disabled people in relation to hate crime can be addressed.

The work of the Forum will make a significant contribution to the focused work of the MPS and local authority partnerships in addressing hate crime. In doing so, the Forum acts not only as a body that scrutinises partnership activity, but also facilitates a consultancy relationship in supporting boroughs to meet the expectations of the Equality Standard for Local Government (ESLG) in respect of hate crime.

The ESLG has been developed primarily as a tool to enable local authorities to mainstream age, disability, gender, race, religion or belief and sexual orientation into council policy and practice at all levels. The ESLG is a voluntary Best Value Performance Indicator (BVPI) with councils reporting on what standard they have reached.

Supporting the legislation in the UK, are a series of policy initiatives and partnerships that attempt to solve the hate crime problem through various tactics, acting as a gloss on the law. Some of these policies originate from State departments, such as the Metropolitan Police Service's Targeted Policing Initiatives<sup>8</sup>, or the Department of Education in the form of compulsory 'citizenship' education in secondary schools<sup>9</sup>. A common thread between all of the groups is their wish to tackle the underlying problems that are seen, as casual factors of hate crime, as a preventative long-term measure.

The Commission for Integration and Cohesion (CIC)<sup>10</sup> set up in 2006 also seeks to tackle the underlying causes of hate crime. The CIC Commission's final report, released in June 2007, considers innovative approaches looking at how communities across the country can be empowered to improve cohesion and tackle extremism. Specifically, it examines the issues that raise tensions between different groups in different areas and that lead to segregation and conflict. It puts forward recommendations on how local community and political leadership can push further against perceived barriers to cohesion and integration. It also looks at how local communities themselves can be empowered to tackle extremist ideologies and develops approaches that build local areas own capacity to prevent problems, and ensure they have the structures in place to recover from periods of tension.

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<sup>6</sup> A synopsis of current legislation can be seen at Appendix 3.

<sup>7</sup> This team currently consists of the Planning and Performance Unit, the Scrutiny and Review Unit and the Equality and Diversity Unit.

<sup>8</sup> The Home Office's Targeted Policing Initiative, part of their Crime Reduction Programme, invites police services to submit innovative projects to combat specific crimes. In early 1999 the Met submitted a project to the Targeted Policing Initiative to research and progress methods of investigating Racially Motivated Crime

<sup>9</sup> It includes programmes of study on human rights, ethnic diversity, and conflict resolution.

<sup>10</sup> See Appendix 2 for the CIC definition of integration and cohesion.

Finally, the Equality and Human Rights Commission (EHRC) has certain obligations, which are relevant to hate crime. These include monitoring hate crime and challenging prejudice and stereotyping of particular groups and the promotion of good relations through the use of its regional networks. The Commission must also produce evidence based policy recommendations and promote best practice.

The focus work of the Forum clearly supports this agenda, in relation to vulnerable individuals and communities and the impact of hate crime on their lives.

## FORUM RECOMMENDATIONS

The Forum through its work programme has reflected on the learning from our interventions with victims of hate crime, meetings with borough partnerships, the HCCG and discussions with local hate crime / racial harassment fora. We have produced the following recommendations for working partnerships, which we consider to be beneficial in supporting the race and generic hate crime agenda. Whilst some of these recommendations have been mentioned in our previous report, they nevertheless remain of concern to the Forum in terms of effective and consistent strategies to address hate crime issues.

### Partnership working

1. All Crime and Disorder Reduction Partnerships (CDRPs) should ensure that hate crime remains a priority area of its work and promote programmes of early intervention.
2. Good practice projects/programmes should be supported and maintained.
3. An effective communication strategy between agencies should be in place to guarantee a seamless flow of information to ensure criminal and non-criminal behaviours can be dealt with effectively.
4. All borough councils should have in place a hate crime officer as a point of contact for community and strategic hate crime issues.
5. The local police Community Safety Unit (CSU) should appoint an equivalent dedicated hate crime officer, with a recommendation that they remain in post for a minimum of 12 months to establish effective working relationships with the local authority hate crime officer, community safety units and vulnerable communities.
6. Relationships and communication between the local authority hate crime officer and the equivalent dedicated hate crime police officer should be clear and regular update meetings should take place.
7. Multi-agency partnerships should have in place positive and clear dialogue with the Race Equality Council (REC), Victim Support and other agencies that support and advocate on behalf of victims of hate crime.
8. An effective case review panel should be in place to hear evidence of progress in relation to hate crime incidents and resulting activity.
9. The Forum should be informed of issues of concern in relation to case review panels and will maintain a dialogue with the HCCG to offer support where applicable.
10. Housing providers should be more accountable when dealing with issues of harassment and hate crime experienced by residents. All cases should be reported to the partnership and a senior/strategic review panel should be in place as the body responsible for scrutiny. The review panels should be responsible for ensuring housing providers comply with their own policy in dealing with issues of hate crime and harassment.

**Common themes arising from presentations include:**

- Hate crime does not appear to be maintained as a priority area for all boroughs.
- The invitation to present to the Forum has been the catalyst for some boroughs to examine partnership arrangements and engagement around hate crime issues.
- Communication between police, council, housing and other agencies, in some boroughs, needs to be improved.
- In many cases, dialogue between partners and RECs requires improvement.
- A process of accountability and monitoring should be established for many housing providers in relation to issues of harassment.

**Data Collection**

1. All data collected should comply with self-defined ethnic monitoring<sup>11</sup> categories rather than Identity Codes (IC)<sup>12</sup>.
2. Data should be collected across all agencies to ensure greater accuracy of levels and indicators of racial harassment and hate crime.
3. Community tension monitoring should include crime incidents and activities which evidence hate crimes.

**Common themes arising from presentations include:**

- Difficulty in obtaining data in relation to self defined ethnicity.
- Different agencies collect data by different methods, making comparative analysis of information difficult.
- Information systems collect data differently across council departments.
- Correct flagging of information from MPS, specifically in relation to race/faith hate crime and hate crime affecting those that may relate to a combination of race/faith and homophobia needs to be ensured.

<sup>11</sup> The police service has, routinely, recorded details of peoples' identity for many years in the course of detection and prevention of crime. This has taken the form of visual appearance as perceived by police. Ethnicity monitoring records something different. It does not relate to visible appearance but to people's self image in relation to their own cultural origins. The national census in 1991 was the first to seek universal information about ethnicity. At that time the categories used were simply 'white' and a number of sub-groupings of 'black' and 'Asian'. This census information has provided the benchmark for statistical analysis of ethnicity in relation to a host of different aspects of life. Association of Chief Police Officers, Guide to Self-Defined Ethnicity and Descriptive Monitoring, 2001.

<sup>12</sup> Previously IC CODES referred to: – IC1 White European, IC2 Dark European, IC3 African Caribbean, IC4 Asian, IC5 Oriental, IC6 Arabic.

## Information share

1. Establish effective protocols for the handling of reports, sharing of information (with consent), action implementation and results of that action.
2. Effective protocols should be established for supporting victims - particularly around keeping them informed of what is taking place.
3. Seek feedback and conduct satisfaction surveys amongst those using the networks services, those working as part of the network and the wider community.
4. Maintain effective records of reports, action implemented, results and network feedback.
5. Every effort should be made to ensure successes are shared with the wider community as a means of positive community engagement.

### **Common themes arising from presentations include:**

- Support offered to victims is good in some boroughs and poor in others.
- Protocols for maintaining and sharing records are not fully agreed or understood across all partnerships.
- Good news stories are not commonly shared with the wider community. It is acknowledged that the media are reluctant to run with these but partnerships should find alternative methods to communicate good news.
- Agencies not keeping the victim/witness adequately informed are an extremely common complaint.

## Third Party Reporting<sup>13</sup>

1. A review should be carried out in relation to the effectiveness of third party reporting and, where necessary, more effective or alternative strategies explored.
2. Where third party reporting is implemented, all staff involved with third party reporting should receive appropriate training to support victims and witnesses of hate crimes.
3. Borough partnerships should take note of legal obligations and remember the support of the law in the process of implementing effective third party reporting networks.
4. Set up a partnership group/panel to oversee the implementation and running of the network.
5. A dedicated coordinator should be appointed to run the network and keep the partnership coordinated and moving forward.

<sup>13</sup> Third party reporting is a process by which a victim, witness or their representative, can report a crime to a place other than a police station or by mail.

6. Each organisation involved should have a designated senior level representative that attends the partnership panel and is responsible for their organisation supporting the network.
7. Community organisations should be engaged and involved whenever possible.
8. Consideration should be given to the use of pilot schemes to monitor changes in reporting levels.
9. Targeted events should be held to promote the network and raise its profile and strategies should be in place to advertise and publicise the network whenever possible.
10. A range of reporting options should be established within boroughs.
11. Continual financial support is required to support, implement and maintain the network.

**Common themes arising from presentations include:**

- Third party reporting across most boroughs does not appear to be working effectively. All boroughs have reported very low numbers of reports from their third party reporting sites.
- Staff responsible for collecting third party reports of hate crime do not all receive appropriate levels of training.
- Not all boroughs have a central point for collating third party reporting information across the area.
- Inconsistent monitoring of third party reporting sites.
- Many communities remain unaware of the existence of third party reporting sites.

### **Role of Hate Crime Coordinators**

Boroughs should recognise the value of the hate crime coordinator role and the Forum urges boroughs to seriously consider raising their strategic profile within the organisational structure.

## SECTION A:

### FORUM WORK DURING THE YEAR

In its third year, the Forum has held presentation meetings with nine borough partnerships and where possible, representation from the local community perspective has informed the process. The nine boroughs were:

- Ealing / Enfield – 17 May 2006
- Merton / Waltham Forest – 19 July 2006
- Wandsworth – 20 September 2006
- Bexley / Haringey – 22 November 2006
- Bromley / Richmond – 27 March 2007

Following our success over the previous two years, the Forum has continued to make interventions and give advice to boroughs where specific issues of concern have been expressed and particularly where long standing cases of harassment hate crime have proved difficult for the borough partnerships to resolve. These have specifically included the boroughs of Harrow, Hounslow, Enfield and Kingston.

1. Boroughs are requested to develop action plans resulting from the presentation meetings. The impact of Forum interventions from these meetings will be explored in more detail in the year ahead. Interventions made in relation to challenging hate crime and discrimination in schools for example, has resulted in some boroughs engaging with the Heartstone Project<sup>14</sup>. The boroughs of Hammersmith & Fulham, Harrow and Ealing are considering using the Heartstone Project in schools as a tool to address attitudes of young people in relation to discrimination, as a direct consequence of the Forum challenging what schools are doing to tackle hate crime.
2. In partnership with the London Probation Service AGIS Reducing Hate Crime in Europe Project<sup>15</sup>, a review of the Forum and the effectiveness of its role in engaging with boroughs was conducted. Dr Paul Iganski<sup>16</sup> of Essex University undertook the independent study and the report<sup>17</sup> emerging from the study highlights factors that

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<sup>14</sup> The Heartstone Project is a practical intervention in the area of challenging racism and xenophobia with young people. They provide a method through which schools, youth groups and other organisations working with the age group 8-18 can utilise the Heartstone core materials of books, photographs and background feature articles to consider racism, prejudice and intolerance, support victims, challenge perpetrators and perhaps most importantly, raise awareness towards the issues to the point where action is taken in the face of incidents rather than being ignored.

<sup>15</sup> The project discusses ways in which to tackle race and faith based hate, including looking at how to reduce the impact of extremism in a diverse and inclusive culture. European partners share their experiences of radicalised acts and discuss the lessons learned from these experiences. It also looks at what can be done in the UK and in Europe to help stop people turning to extremism and how to enable individuals move away from violence based on hate.

<sup>16</sup> Dr Paul Iganski (formerly of Essex University) now teaches at Lancaster University in the area of research methodology and methods, crime and human rights and cultural criminology.

<sup>17</sup> The London Race Hate Crime Forum: A Model of Good Practice for 'Third Tier' Multi-agency Partnership Against Race Hate Crime in Europe', (2006). London Probation-Reducing Hate Crime in Europe Project, supported by EU AGIS 2004. The full report is available from London Probation, [www.probation-london.org.uk](http://www.probation-london.org.uk) or [www.lancs.ac.uk/fass/apsocsci/staff/documents/Iganski2007LWRHCF.pdf](http://www.lancs.ac.uk/fass/apsocsci/staff/documents/Iganski2007LWRHCF.pdf)

impact on the success of the Forum as well as the process, which have led to improvements in our engagement with boroughs.

3. One of the significant areas the Forum has been interested in exploring is hate crime in schools and the impact on school achievement, in relation to the government agenda Every Child Matters and the Children Act 2004. Whilst this work is being led by the London Councils<sup>18</sup>, the Forum has had an opportunity to engage with the borough of Haringey who are in the process of conducting a survey to assess the monitoring of hate crimes in schools and the effect on young people.
4. We continue to work with our member partners and stakeholder organisations to ensure hate crime remains high on the agenda and have received regular updates on the activities undertaken by them.
5. There is still much work to do in relation to third party reporting. Discussions have continued to take place with the MPS Violent Crime Directorate (VCD) and Diversity Citizens Focus Directorate (DCFD) to focus work in this area from a policing perspective, targeting specific minority groups in relation to monitoring community tensions and the policing response to incidents of hate crime. Members of the HCCG have frequently expressed concerns that established third party reporting processes are not producing positive results. The Forum will explore this area during the coming year to determine improvements that can be made to increase reporting or make suggestions for alternative methods to be established.
6. The Forum has continued to give advice on local borough action plans and supported on-going development where issues of concern have been expressed or when requested by boroughs.
7. The Forum has maintained and increased its profile with a wide variety of statutory, community and voluntary agencies through the course of its business.
8. Borough presentations continue to be delivered by borough commanders and chief executives or their representatives, which highlight the importance placed on dealing with hate crime for borough partnerships.
9. The Forum has increased the number of people attending its Hate Crime Coordinators meetings, which now include representation from police officers based within borough Community Safety Units (CSUs).
10. Forum officers remain involved with a number of statutory agencies with responsibility for regional and national interest in black and minority ethnic (BME) communities, e.g. the Home Office Racist Incident Group, the Greater London Authority, Black and Minority Ethnic Cracking Crime Board (BMECCB) and the London Councils Local Authority Race Equality in Education and Ethnic Minority Achievement Network.
11. The Forum has successfully supported the Heartstone Project in securing funding from a number of boroughs to share its work in challenging discrimination through the use of photo-journalism as the means of facilitating discussion on hate crime and injustice.

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<sup>18</sup> London Councils, formerly Association of London Governments (ALG).

12. The Forum has met with the Home Office Under-Secretary of State, Vernon Coaker MP, who has expressed his support and recognises the value of the Forum in supporting the Home Office hate crime agenda.
13. The Forum Project Manager continues to attend local borough hate crime fora to offer advice and share good practice as well as to identify areas to improve practice in dealing with hate crime issues.
14. Forum officers continue to attend regional and national conferences and events to share experiences, contribute to strategic developments and to maintain the profile of work being done by the Forum membership.
15. Forum staff, supported by MPS members attended and delivered workshops demonstrating the work of the Forum and the London focus, of hate crime at the London Probation Service 'Changing attitudes: Reducing hate Crimes in Europe Conference' on 21 June 2006.
16. The conference was the European partnership project's main international event, with participants from Malta, Germany, Northern Ireland and the USA as well as support from Bulgaria. At the conference, a paper was disseminated for the first time, mapping the comparative position of each partner country in terms of crimes of hate as well as setting them in the context of the wider European situation.
17. Forum officers took part in an international programme for the Foreign and Commonwealth Office (FCO) to discuss issues of hate crime with visiting guests from Atlanta USA in November 2006. The guests consisted of senior police officers and departmental law enforcement leads. The FCO has requested the Forum to take part in an exchange visit to Atlanta Police Department and to visit Atlanta for meetings with the Southern Poverty Law Center to learn more about the Forum and to share good practice from London in November 2007.

## **FUTURE WORK AREAS**

1. The Forum concluded the initial round of presentations from boroughs at the end of 2007 in line with its three-year work programme of scrutiny. The Forum is already exploring other methods for engagement and working with borough partnerships and it is hoped that the increasing interest from the HCCG will become a significant part of this process.
2. The Forum will review the work with past boroughs to examine progress and improvements made in response to hate crime. Improved practice and good practice initiatives will be shared across London.
3. The Forum wishes to establish a London-wide Service Level Agreement (SLA) specifically in relation to improved communication, to ensure there is a clear understanding of the role of each partner agency that enables improved effectiveness in responding to hate crime. Our engagement with boroughs and other networks, identify a need for clarity in regard to communication to ensure that agencies are not only clear of

the role they play, but are equally clear when to engage or liaise with other partners, especially those supporting victims.

4. The Forum will work with the MPS to ensure that officers responsible for hate crime work more closely with borough local authority hate crime officers.
5. The Forum recognises that other organisations with expertise in the field of hate crime are not fully represented within the Forum membership and will endeavour to ensure representation of those groups, where possible, are engaged as partners.
6. In recognising that London will be the world stage for the 2012 Olympic Games, the Forum seeks to engage with the The London Organising Committee of the Olympic Games and Paralympic Games (LOCOG)<sup>19</sup> to explore the preparations being put in place to address issues of hate crime, community reassurance and community tensions as part of its strategic plan.
7. The Forum will continue to attend meetings with boroughs where specific issues have been identified requiring closer engagement.

## **SECTION B:**

### **SETTING THE SCENE**

Hate crime is different from other types of crime. It falls within a special category of criminological interest due to the complex sociological, psychological and economic reasons that create it. Its impact on victims and the community, as well as the methods that need to be employed to address it make it distinct from other types of crime.

The Home Office, the Equality and Human Rights Commission (EHRC), Crown Prosecution Service (CPS), London Probation Service (LPS), Government Office for London (GOL), Commission for Integration and Cohesion (CIC), the MPS and the MPA, London Councils and the GLA are among the organisations that all have a statutory obligation to record and address hate crimes.

#### **The Cost of Hate Crime**

There are a number of ways in which the costs of crime can be assessed. These include identifying those at risk of becoming victims, the impact on criminal justice system and other services.

Victims face costs as a consequence of crime; through having property stolen, damaged or destroyed; from the lost opportunity costs of time spent dealing with the crime, and through the emotional and physical impacts of crime.

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<sup>19</sup> The London Organising Committee of the Olympic Games and Paralympic Games (LOCOG) is the organisation that will oversee the planning and development of the 2012 Summer Olympic and Paralympic Games. After the successful London 2012 Olympic bid, LOCOG was formed to continue the work started by the bidding team.

Potential victims bear costs in anticipation of crime; through measures to reduce the risk of victimisation (protective expenditure, precautionary behaviour, and community initiatives such as Neighbourhood Watch schemes); measures to reduce the consequences of victimisation (i.e. insurance), and through reduced quality of life and fear of crime.

Society bears the costs of resources devoted to bringing offenders to justice, through the criminal justice process, involving the Police Service, the Crown Prosecution Service, Magistrates and Crown Courts, and the Prison and Probation Services.

Crime also involves wider economic distortions such as the reduction/closure of shops, services, facilities and job opportunities in high-crime areas.

Costs are also incurred by employers of hate crime victims through reduction in productivity and focus; access to victim and other support services; access to health and education services, and by the perpetrator and their family through attendance at court.

Taking many of these factors into consideration, in terms of race/faith hate crime and based on calculations from the Home Office (Government Office for London). The approximate cost of race and faith hate crime, in London during 2006-2007, calculates to around £53 million. Based on just under 10,000 offences; the unit cost for each offence is approximately £5,000. This figure could be easily multiplied several times over due to the under reporting of hate crime. The figure does not include cautions/warnings etc; neither does it cover those cases that do not progress to court where there is insufficient evidence to go to trial.

The unit cost for each hate crime offence is calculated as just over £5,000 and is the same unit cost for domestic violence offences. Behind domestic violence, hate crime has (year on year) attained one of the highest percentage increases in successful sanction detection rates than most other crimes. Though it is not possible to demonstrate a direct causative effect the Forum has had in the rise in sanction detection rates of race hate crime (increased from 18.3% in 2004 to 35.2% in 2007), anecdotal evidence would suggest that the Forum operates as a catalyst for positive change.

## **Defining hate crime**

The Stephen Lawrence Inquiry Report, Macpherson - Feb 1999, made three recommendations as to how racist incidents should be defined. These were:

- that the definition should be:

*"A racist incident is any incident which is perceived to be racist by the victim or any other person";*

- that the term "racist incident" must be understood to include crimes and non-crimes in policing terms. Both must be reported, recorded and investigated with equal commitment;
- that this definition should be universally adopted by the Police, local Government and other relevant agencies.

The Association of Chief Police Officers (ACPO) responded to these recommendations by adopting the definition, applying the model to all hate crime and drawing a distinction between 'incidents' and 'crimes'.

ACPO defines hate crime and hate incidents as the following:

- **A hate incident is:**  
*"Any incident, which may or may not constitute a criminal offence, which is perceived by the victim or any other person, as being motivated by prejudice or hate".*
- **A hate crime is:**  
*"Any hate incident, which constitutes a criminal offence, perceived by the victim or any other person, as being motivated by prejudice or hate."<sup>20</sup>*

From the ACPO definitions it should be noted that all hate crimes will be regarded as hate incidents. However not all hate incidents will constitute a crime and are therefore not necessarily recorded as hate crimes.

## Performance Indicators

Over the past few years, all local authorities have had to produce a Best Value Performance Plan (BVPP) by 30 June every year. The best value performance placed on local authorities has required them to deliver against a number of statutory performance indicators including two on hate crime. The Forum challenges borough partnerships to be clear about their plans to achieve improvements against these indicators and looks for evidence to demonstrate success.

The plan is meant to include what services the authority will deliver and how and what standard of service the authority already delivers. The plan also had to include information on how the local authority is going to improve services, to what standard, and when that will happen.

While some local authorities have produced BVPPs merely to meet government requirements, BVPPs can be used as the foundation for corporate or council plans, or as reports for external audiences, such as the public or stakeholders. Statutory Best Value Performance Indicators (BVPIs) have to be included in the performance plan. (BVPI 174 refers to incidents per 100,000 of the population and BVPI 175 refers to the % of reported incidents that result in further action). The Government is also keen for councils to develop and include local performance indicators.

The work of the Forum challenges borough partnerships to be clear about what they have been doing and what they intend to do in addressing and making improvements, not only to the monitoring and recording of hate crime but also how they intend to deal with perpetrators and support victims of hate crime. Local authorities are tasked with the following:

- to challenge how, why and by whom they provide a service;
- to compare performance with other councils;
- to consult those using the service; and

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<sup>20</sup> Hate Crime: Delivering a Quality Service, Good Practice and Tactical Guidance, Home Office Police Standards Unit & Association of Chief Police Officers, March 2005.

- to use competition to ensure the best service possible.<sup>21</sup>

In terms of monitoring police performance, the Policing Performance Assessment Framework (PPAF)<sup>22</sup> has been the outcome focused performance measurement framework covering a broader range of policing activity than the previous best value performance indicators and part of the National Policing Plan 2004-2007.

The Home Office is currently developing a new performance assessment framework, which will replace BVPIs and is scheduled to go live in 2008, called the Assessment of Policing and Community Safety (APACS)<sup>23</sup>. It is being developed in partnership with community safety partners and is intended to monitor and assess the crime and community safety work of the police and their partners.

The Forum scrutiny process takes on board the range of performance indicators and makes challenges in these areas. Whilst substantial improvements have been made in terms of the policing and prosecution of hate crimes, many hate crimes remain unreported. Therefore a true picture as to the numbers of victims of hate crimes is difficult to establish.

## **SECTION C: FORUM FOCUS**

The Forum has met with many challenges in the last three years, not least of which is its capacity to maintain its engagement with effect across 32 London borough partnerships, with a team of two officers. This particular challenge required a strategic response to facilitate and improve communication and resulted in the HCCG being established in 2006.

The HCCG brings together local authority hate crime officers from across all 32 London boroughs to discuss issues of hate crime, as hate crime coordinators, and others represented from voluntary groups, have links within their borough communities. It provides an opportunity to discuss, share problems and seek support in developing good practice. For the Forum, this provides added value to the perspective observed solely from borough presentations, which are often 'polished presentations' as observed in the review, carried out by Paul Iganski of Essex University.

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<sup>21</sup> Best value provides a framework for the planning, delivery and continuous improvement of local authority services. The overriding purpose is to establish a culture of good management in local government for the delivery of efficient, effective and economic services that meet the users' needs  
[www.idea.gov.uk/idk/core/page.do?pagelId=71563](http://www.idea.gov.uk/idk/core/page.do?pagelId=71563)

<sup>22</sup> The Policing Performance Assessment Framework is a joint initiative of the Home Secretary, the Association of Chief Police Officers and the Association of Police Authorities. The purpose of Policing Performance Assessment Framework is to improve the performance of the police service. [www.police.homeoffice.gov.uk/news-and-publications/publication/national-policing-plan/npp2004-9](http://www.police.homeoffice.gov.uk/news-and-publications/publication/national-policing-plan/npp2004-9).

<sup>23</sup> APACS is a new performance assessment framework for policing and community safety. It is being developed by the Home Office and its community safety partners, including; the Association of Chief Police Officers (ACPO), the Association of Police Authorities (APA), Communities and Local Government (CLG), the Audit Commission, the Local Government Association (LGA) and Her Majesty's Inspectorate of Constabulary (HMIC). APACS will replace the current police performance framework and other Home Office assessment arrangements for Crime and Disorder Reduction Partnerships (CDRPs) and work to tackle drugs. APACS will simplify the performance landscape and will be aligned with the key performance frameworks of our community safety partners such as local government and the health service. [www.police.homeoffice.gov.uk/performance-and-measurement/assess-policing-community-safety](http://www.police.homeoffice.gov.uk/performance-and-measurement/assess-policing-community-safety).

A further challenge to the Forum has been its focus on race and faith hate crime to a greater degree than other areas of hate crime. This is a challenge that has evoked many passionate discussions around the parity of service delivery in relation to Forum scrutiny. Whilst the Forum has maintained its specific focus on race and faith hate crime throughout the past three years as part of its scrutiny of individual London borough strategies, it has also asked questions and received information on levels of homophobic hate crime from borough presentations.

Both the GLA and GOL have expressed a clear desire for the Forum to maintain its specific focus on race and faith hate crime, but we acknowledge there is more to be done to address other areas of hate crime. Forum officers remain committed to exploring strategies to link with advisory groups and other established organisations to address issues of hate crime that impact across other diversity areas. The Forum will share good practice with the MPA Domestic Violence Board, which performs similar borough scrutiny in relation to domestic violence in priority boroughs and will also link with the MPA Stop and Search Review Board (SSRB), which also monitors issues of disproportionality in stop and search.

The Forum has conducted an initial assessment in relation to victims and perpetrators of hate crime. A comparative analysis of total data from 2005/06 and 2006/07 under a number of specific categories reveals the following:

<b>Specific hate crime</b>				
<b>Specific hate crime</b>	Victim 2006/07	Accused 2006/07	Victim 2005/06	Accused 2005/06
Anti-Semitic	<b>211</b>	<b>24</b>	<b>200</b>	<b>17</b>
Islamophobic	<b>191</b>	<b>30</b>	<b>No data available</b>	<b>No data available</b>
Faith	<b>714</b>	<b>83</b>	<b>1004</b>	<b>105</b>
Homophobic	<b>1180</b>	<b>214</b>	<b>1319</b>	<b>197</b>
Racist	<b>9931</b>	<b>1878</b>	<b>11778</b>	<b>1745</b>
Transphobic	<b>50</b>	<b>6</b>	<b>85</b>	<b>16</b>

Data from Planning and Performance Unit, MPA.

Source: MPS CRIS

In terms of hate crime, racist hate crime remains by far the highest category in terms of perpetrators and the resulting impact on victims. This not only lends weight to and justifies the current focus of the Forum, but it is recognised that the learning in establishing effective practice in relation to race hate crime will positively impact on other areas of hate crime. The Forum will continue to work with the MPS Lesbian, Gay, Bisexual and Transgender Independent Advisory Group (LGBT IAG)<sup>24</sup> to ensure hate crimes committed against the LGBT

<sup>24</sup> The first MPS IAG was convened in 1998. The purpose of this and subsequent IAGs was to address concerns raised in the Stephen Lawrence Inquiry report (MacPherson, 1999) that a large 'gap' existed between the MPS and local communities. MacPherson proposed that the police should start a process that would create a 'genuine partnership' with local communities which would increase their 'trust and confidence' in the police.

community remains on the agenda, particularly since LGBT hate crime is also underreported. The Forum recognises that there may be issues of parity and the MPA, MPS and many local authorities are establishing generic equality schemes.

The emphasis being placed on race, faith and LGBT hate crime is proportionate however, to the numbers of victims and the greater impact on those communities.

## Supporting information and data

### Race Hate Crime Data

Racist crime data on age and gender of victims/perpetrators reveal:

- the majority of hate crime perpetrators are male 1531 (2006/07). Female perpetrators account for 347 over the same period;
- the majority of victims are male 5924 with females numbering 3715 (2006/07). A decrease of 14.5% and 17.5% respectively from 2005/06;
- an individual is more likely to be a victim of race hate crime between ages 18 – 29 (2878) with the majority of the offences being committed by those within the same age category (2006/07).

The tables at the end of this report (pages 59-61) illustrate the volume of hate crimes reported across all 32 London boroughs for the financial year 2006/07. The tables give totals by comparison to the previous year 2005/06 and the numbers and percentage change in each borough. The tables illustrate racist, homophobic, and faith hate crimes, including sanction detection rates<sup>25</sup> and how boroughs are performing.

The numbers of hate crimes reported nationally indicates an increasing trend, whilst across the London area the overall numbers of hate crimes reported appear to be on the decline. Some reasons could include:

- real reductions in incidents of hate crime
- less community confidence to report hate crime
- lack of trust in statutory agencies to deal with hate crime reporting effectively
- inconsistency of service provision in differing boroughs
- lack of community knowledge in reporting hate crimes
- community belief that nothing will be done
- improvements in community cohesion and integration; and
- improved community understanding of diversity.

It is difficult to provide any firm explanations as to causes for the decrease in hate crime rates at this time without further interrogation of the data and information available. The Forum will work closely with its partners and other organisations to move forward from the baseline assessment it now has of the picture across London in an attempt to explain the possible reasons for the decline in hate crime reporting across the Capital.

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<sup>25</sup> Sanction Detection is a detection, in which a person was charged, reported for summons, cautioned or issued with a fixed penalty notice, or the offence was taken into consideration by a court.

Borough partnerships and the MPS have been asked the question in relation to reason they believe may contribute to the decline in reported hate crime but none have been able to give a definitive explanation. The Forum firmly believes that communities are not yet convinced that the incidents they experience will be taken seriously. Data indicates that an individual is likely to experience a number of incidents of hate crime before they consider making a report. Victim Support exposes the impact of hate crime on its victims and how these very damaging crimes are often not reported to the police. The report, *Crime and Prejudice, the support needs of victims of hate crime*, published in June 2006, focuses on the experience and support needs of people who suffered attacks because of their ethnic origin or sexual orientation. The report makes a number of useful recommendations such as raising public awareness and sharing of good practice from successful police specialist units that should be mainstreamed.

## **Interpreting the Data**

When interpreting hate crime statistics there are a number of factors to take into consideration. The statistics provided are 'recorded' crime figures, which represent crimes reported to and recorded by the police, not necessarily the 'actual' levels of hate crime occurring in London. The statistics reflect the level of reporting of these types of crimes in London. Therefore a rise in recorded crime levels from one year to the next may be viewed as a positive change, indicating better reporting by the public and recording by the police.

The ethnic profile of a borough should also be considered when interpreting these statistics. For instance, the number of Black and Minority Ethnic (BME) residents within Newham would significantly differ from Richmond upon Thames. This may affect the volume of hate crimes reported and recorded in these areas.

For some categories of hate crime, for instance homophobic offences, the levels of reporting are very low. This can have a significant effect on percentage changes and sanction detection rates, as a small change in numbers has the effect of a large percentage change. For example, if a borough received 5 recorded crime reports one year and 7 the next, this results in a 40% increase in crime.

It is useful to compare the crime levels within a borough against other similar boroughs or the MPS as a whole. This can give an indication of how well or poorly the borough is performing against the average.

The summary across all boroughs shows the following:

## **Borough Racist Crime**

- there has been an overall reduction in recorded racist crime of 11.9% from 11322 recorded in 2005-06 to 9976 recorded in 2006-07
- ten boroughs have recorded an increase in numbers of racist crime
- Tower Hamlets recorded the highest volume of racist crimes at 632 in 2006-07, an increase of 31 crimes from the previous year
- the sanction detection rate has risen from 23.5% in 2006-06 to 36.9% in 2006-07
- 31 of the 32 boroughs recorded an increase in sanction detection rates between 2005-06 and 2006-07
- 14 boroughs are exceeding the MPS average sanction detection rate, with two boroughs recording sanction detection rates in excess of 60%.

## **Borough Faith Hate Crime**

- there has been an overall reduction in recorded faith hate crime of 30.7% from 1005 recorded in 2005-06 to 696 recorded in 2006-07
- 9 boroughs recorded an increase in the volume of recorded faith hate crime
- Westminster recorded the highest volume of faith hate crime at 48 during 2006-07, although this represented a decrease of 24 crimes from the previous year
- the sanction detection rate has increased by 6.9 percentage points. The number of sanction detections has increased from 127 recorded in 2005-06 to 136 recorded in 2006-07
- 22 of the 32 boroughs recorded an increase in sanction detection rates
- the sanction detection rate has increased from 12.6% during 2005-06 to 19.5% during 2006-07
- 14 of the 32 boroughs are exceeding the MPS average sanction detection rate, with four boroughs recording sanction detection rates in excess of 50%.

## **Borough Homophobic Hate Crime**

- there has been an overall reduction in recorded homophobic crime of 8.5% from 1294 recorded in 2005-06 to 1184 recorded in 2006-07
- 12 boroughs recorded an increase in the volume of recorded homophobic crime
- Westminster recorded the highest volume of homophobic crime at 118 offences recorded in 2006-07, a decrease of 34 crimes from the previous year
- there has been an increase in the sanction detection rate of 13 percentage points. The volume of sanction detections recorded has increased from 2661 in 2005-06 to 3677 in 2006-07
- 27 of the 32 boroughs have recorded an increase in sanction detection rates
- The sanction detection rate has increased from 21.6% in 2005-06 to 34.6% in 2006-07
- 18 of the 32 boroughs are exceeding the MPS average sanction detection rate, with eight boroughs recording sanction detection rates at 50% or above.

## **Faith Hate Crime Sanction Detection**

The current sanction detection reflects an increase of 6.9 percentage points on the previous year. This decrease in recorded crime will continue to be monitored by the Forum in our engagement with boroughs. We will continue to develop links with faith communities to monitor changing attitudes and any under-reporting of faith hate crimes.

Rising antisemitic incidents in Europe since 2000 has been a cause for concern. As a consequence of lobbying by Jewish bodies, the European Union Monitoring Centre (EUMC) produced a report, 'The Annual Report on the Situation regarding Racism and Xenophobia in the Member States of the EU', EUMC, November 2006. The report concluded that antisemitic violence in Europe is not only on the increase but appears to be coming from new directions rather than the assumptions of the National Front or the BNP.

The activities of Jewish non-government organisations (NGOs), the Organisation for Security and Cooperation in Europe (OSCE) undertook a programme, the Berlin Declaration, to monitor and combat antisemitism. The US government passed legislation that permits the monitoring of

antisemitic violence around the world. Countries such as France, where antisemitic violence has been particularly prevalent, have made great strides in the last two years to put in place mechanisms to monitor and combat antisemitism<sup>26</sup>. Similar mechanisms and resources are equally required to combat other forms of hate crime.

In 2005 Paul Iganski, Vicky Kielinger and Susan Patterson published an analysis of antisemitic hate crime in London<sup>27</sup>. The report indicated that crime recorded by the MPS from January 2001 to December 2004 revealed a downward trend in the frequency of incidents but that it was inconclusive as to whether this indicated an actual decline in victimisation. Analysis of a sub-sample of antisemitic incidents recorded by the MPS suggested that many incidents were opportunistic in nature. Current data available in London recorded by the MPS reflects a slight increase in reported antisemitic crime from 200 in 2005-06 to 211 in 2006-07<sup>28</sup>. Feedback from borough scrutiny meetings also point to the majority of opportunistic race and faith hate incidents go unreported.

There are now several international conventions<sup>29</sup> to which the British Government is a signatory, which bind governments to monitor and combat antisemitism. In March 2007, Phil Woolas MP announced the publication of the All Party Parliamentary Inquiry into antisemitism. The announcement included that the CPS would be conducting a review into whether more antisemitic crimes should be prosecuted. He made reference to the increase antisemitic crime in Europe and that antisemitic crime had not been taken seriously in some parts of our society.

This perception is shared by other sections of the community in relation to other hate crimes as illustrated by the report by Victim Support.

It is still difficult in specifically identifying the number of crimes/incidents that take place across all faith categories since the recording is not yet sophisticated enough to capture the data. The illustrated chart, 'specific hate crime' on the previous pages identifies antisemitic, Islamophobic and categorises all other hate crime related to religion as faith crime. Changes in new procedures from MPS will hopefully be able to further separate out the specific religious groups so that a clearer picture emerges as to most vulnerable groups.

## Homophobic Hate Crime Sanction Detection

Studies indicate that between half and two-thirds of people from lesbian, gay, bisexual and transgender (LGBT) communities have been victims of hate crime. LGBT people from black and minority ethnic (BME) communities are 10% more likely to be victims of such incidents. Less than half of all such incidents are reported to the police.<sup>30</sup>

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<sup>26</sup> Antisemitism is a certain perception of Jewish people, which may be expressed as hatred toward 'Jews' rhetoric and physical manifestations of antisemitism are directed toward Jewish or non-Jewish individuals and/or their property, toward community institutions and religious facilities.

<sup>27</sup> Hate Crime against London's Jews. An analysis of incidents of incidents recorded by the Metropolitan Police Service 2001-2004. Institute for Jewish Policy Research and the Metropolitan Police Authority 2005.

<sup>28</sup> Specific hate crime data chart on page 24. Data from Planning and Performance Unit, MPA.

<sup>29</sup> UN International Convention on the Elimination of all Forms of Racial Discrimination, Framework Convention for the Protection of National Minorities and the Universal Declaration for Equality and Human Rights. European Commission against Racism and Intolerance - Third Report on the United Kingdom, adopted on 17 December 2004. June 2005. [www.statewatch.org/news/2005/jun/coe-ecri-uk-rep.pdf](http://www.statewatch.org/news/2005/jun/coe-ecri-uk-rep.pdf)

<sup>30</sup> Crime & prejudice, the support needs of victims of hate crime: a research report. Victim Support June 2006.

Recorded homophobic hate crime has decreased from 1294 in 2005/06 to 1184 in 2006/07, a reduction of 8.5% or 110 crimes. There has been an increase of 13% in the sanction detection rate of reported homophobic hate crime from 21.6% to 34.6%. The Forum will continue to engage with the MPS Lesbian Gay Bisexual and Transgender (LGBT) Independent Advisory Group (IAG) to ensure that issues in relation to homophobic hate crime remain part of our scrutiny of boroughs. The Forum recognises that expertise in this area exists in a number of community-based groups as well as the MPS LGBT IAG and discussions have taken place with Galop<sup>31</sup> about how their work can support the Forum scrutiny. We recognise the need to improve our partnership work in this area.

The Forum is aware that significant improvements have been made by the MPS in responding to homophobic hate crime in response to the murders of Jody Dobrowski and David Morley<sup>32</sup>.

Outwest, a social, representative and support group for the LGBT community, recently launched the results of a study on LGBT hate crime and acknowledge that there is still much work to be done. The 'Thematic Review of Lesbian Gay Bisexual Transgender Related Murders'<sup>33</sup> makes a number of recommendations to address homophobic hate crime. These include:

- Proactive prevention strategies to avoid escalation of violent crimes;
- Pan-London coordination of intelligence and risk assessments;
- Communication of increased levels of crimes to vulnerable and hard to reach groups;
- Development of the role of LGBT Liaison Officers as key to community liaison;
- Awareness training for officers dealing with LGBT related crimes; and
- Inclusion of a review of issues related to community liaison in the case review process for murder investigations.

The Forum will work more closely with Galop and other LGBT community groups to examine the experience of LGBT communities and hate crime that extend across the diversity strands of gender, race, faith and disability.

### **Disability<sup>34</sup> Hate Crime**

Information compiled from the MPS Strategy Unit, reports on Disability and the recording of crime, looks at trends in data collected from April 2005 – November 2005 compared against April 2006 – November 2006. It shows that:

- Disability affects 1.4 million people across London, and while many become victims of crime, current information suggests they are substantially less likely to be reported than non-disabled people;
- Disabled people are nearly 7 times less likely to be a victim of crime than non disabled people;

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<sup>31</sup> Galop is a London lesbian, gay, bisexual and transgender (LGBT) community safety charity and are a driving force in changing the way the police work with LGBT communities and give advice and support to those affected by homophobic and transphobic violence or hate crime.

<sup>32</sup> Jody Debrowski was murdered in June 2006. David Morley was killed in October 2004

<sup>33</sup> LGBT Advisory Group 2007, [www.lgbtag.org.uk/documents/MurderReview](http://www.lgbtag.org.uk/documents/MurderReview)

<sup>34</sup> For definitions of disability see appendix 6.

- The detection rates recorded against those with a disability is 3% lower than for those without a defined disability and those with a physical disability faring worse in this respect than those with a psychological disability.

The proportion of disabled people in the London population must be taken into account when looking at frequency.

### **Crime Recording and Disability**

The ability to record crimes against those identified as disabled became available in April 2005 but there have been difficulties of compliance with the new method of recording. Therefore, recording was slow in starting. Thus from April to November 2005 victims recorded with a disability made up 1% of those victimised, 4795 out of 598766 compared with April to November 2006 where 3% of the victims with a disability were identified, 15838 of a total 549047.

The types of disability have been gathered into groups for the purpose of quantifying and comparison. These are:

1. Physical
2. Psychological
3. Communication and
4. Those recorded as other.

1. Physical includes the following coded conditions identified – Ability to lift carry or move, continence, disfigurement, manual dexterity, mobility, physical co-ordination and serious illness.
2. Psychological includes the following coded conditions - learning & understanding, memory, perception of danger, psychiatric/mental disorder, psychological.
3. Communication includes eyesight, hearing and speech.
4. Other is, as stated, any condition not included in the above.

Although there has been a threefold increase in the recording of disability the proportions during each period have remained the same. Communication at 14%, Psychiatric and Psychological at 22 and 23% respectively, Physical disability has increased from 41% to 47% reflecting a decrease in the use of 'Other' category.

### **Current Trends**

The 2001 census recorded the population of London as 7.4 million people. With regard to being a victim of all crime, the general rate of victimisation is 78.6 per 1000 population. For victims with a disability this rate is 19.6 per 1000 population.

For particular crime types the comparisons are illustrated as the following:

- burglary, disabled, 2 per thousand, other 8 per thousand;
- criminal damage, disabled, 1.4 per thousand, other 10.2 per 1000;

- theft, disabled 4.1 per thousand, other 34.9 per 1000;
- violence against the person, disabled 2.9 per thousand, other 17.1 per 1000.

Different types of disability suffer a higher proportion of certain types of criminal activity than others. For instance, victims with a physical disability are more likely to be the victims of higher rates of property type offences such as burglary at 5%, criminal damage at 60% and theft at 44% as a percentage of all victims with a disability. Whereas victims with a psychiatric or psychological disability were more likely to be victims of physical abuse, such as sexual offences 59%, robbery and violence both 26% of all disabled victims.

When each category of disability is viewed on its own, theft is the major category for both physical and communication types of disability followed by burglary for those with a physical disability and violence for those with a communication disability. Victims with a psychiatric disability are much more likely to face a crime of violence up to 44%.

### **Detection Rates**

- Crimes against victims of disability are not solved to the same extent as other crimes.
- The overall detection rate for victims with no disability is 11% as opposed to 7% for victims with a disability. These figures do not reflect the stated detection rates since they are individual victim based and discount corporate victims but count additional victims for 'other' crimes.
- The biggest difference is for violence against the person with a 10% lower detection rate followed by sexual offences with a 6% lower detection rate.
- This decrease is across all types of disability but victims with a psychiatric or psychological disability have a 10% chance of having their crime detected followed by those with a communication disability at 9% and those with a physical disability at 7%.

As has been said before, whilst the reported incidents of hate crime against those with a disability is low, the Forum recognises the impact of disability hate crime on the individual and the community and will seek to engage with organisations established to address issues of hate crime against those who are victims.

### **Tackling Hate Crime in Schools**

There is a need for concerted work to take place in schools to address hate crimes and bullying, which negatively impacts on the behaviour of young people and their ability to perform and achieve success. The Forum Project Manager attends the London Councils / ECHR local authority Race Equality Good Practice Network meetings, which explores work with schools in establishing effective practice and challenging bullying related hate crime. There are a number of concerns emerging from schools including:

- schools reporting no incidents on inspection returns;
- the role of Governors and training received by them;
- issues around reporting (including third party) which impact on figures;
- the possibility of using web based systems for reporting incidents;

- whether schools could be used as third party reporting sites;
- how incidents, when reported, are recorded and followed up;
- the need to engage with other agencies to support schools in dealing with hate crime incidents and supporting victims to reduce the negative impact on school achievement.

Data in relation to hate crime incidents in schools should also form part of Ofsted<sup>35</sup> inspections and improvements are being made in this regard. Inspection updates are being delivered in 6-monthly cycles, which include reports from directorates on school Race Equality Schemes. This will include how reporting feeds into inspections and advice on how to respond to nil returns. Like other organisations, Ofsted is also moving towards a single Equality Scheme, to include race, faith, gender, disability and sexual orientation. It is therefore anticipated that inspections will incorporate hate crime incidents across the diversity strands.

There is therefore a need to ensure that training for inspectors gives due regard for the issues likely to be experienced by young people in relation to hate crimes.

There have been a number of initiatives to tackle hate crime in schools, which have included:

- Kick it Out<sup>36</sup>, which is football's anti racist campaign;
- schools events on poetry commemorating the experience of slavery its legacy and abolition;
- the London borough of Newham releasing a DVD on a culturally inclusive curriculum; and
- teaching materials reflecting Black History Month.

**Aiming high for children: supporting families**, March 2007, the report from the Department for Education and Skills, highlighting the Government's change programme for children's services, *Every Child Matters*<sup>37</sup>, has established a strong foundation for a new, integrated way of delivering support to children and families and the communities in which they live.

Legislation resulting in *Every Child Matters* sets out that every child, whatever their background or their circumstances, should have the support they need to achieve five key outcomes, which are to:

- be healthy;
- stay safe;
- enjoy and achieve;
- make a positive contribution; and
- achieve economic well-being.

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<sup>35</sup> The new Ofsted – the Office for Standards in Education, Children's Services and Skills – came into being on 1 April 2007. It brings together the wide experience of four formerly separate inspectorates. It inspects and regulates care for children and young people, and inspects education and training for learners of all ages.

<sup>36</sup> Kick It Out works throughout the football, educational and community sectors to challenge racism and work for positive change. The campaign is supported and funded by the game's governing bodies, including founding body the Professional Footballers Association (PFA), the FA Premier League, the Football Foundation and The Football Association.

<sup>37</sup> *Every Child Matters* and the Children Act 2004, sets out the national framework for local change programmes to build services around the needs of children and young people so that we maximise opportunity and minimise risk. [www.everychildmatters.gov.uk](http://www.everychildmatters.gov.uk)

The Forum recognises that hate crime forms part of the background factors which cause a negative impact on the lives of young people and intends to support this agenda as part of its borough scrutiny by challenging local authority education departments to improve school recording and responses to hate crime incidents by ensuring schools take account of the impact of self-awareness, the ability to manage feelings, motivation, empathy and social skills for young people.

### **The Impact of the Forum in Addressing Hate Crime**

The Forum has now heard initial presentations from all 32 borough partnerships, with the exception of Newham local authority. During 2005-06 the London boroughs of Bexley, Bromley, Ealing, Enfield, Haringey, Merton, Richmond, Waltham Forest and Wandsworth have presented their work on race hate crime. The borough scrutiny concluded during 2006-07, with presentations from: Hammersmith & Fulham, Harrow, Kensington & Chelsea, Hillingdon, Redbridge and Sutton.

The borough presentations have continued to provide the impetus for a review of local strategies, identification of hot spot areas and improvements in partnership working. When necessary the Forum is able to respond quickly by nominating a sub group of members to visit borough areas where issues of concern have come to our attention. This was exemplified in the May elections of 2006 where members visited Barking & Dagenham and Havering, both before and after the elections, due to local concerns regarding the British National Party (BNP).

### **Increase in Hate Crime Prosecutions**

The Forum has been working with Crown Prosecution Service (CPS) to review performance in respect of race hate crime prosecutions as a result of a number of concerns of under performing boroughs. In 2005-06, the CPS reviewed its performance in the prosecution of hate crimes including racist and religious crimes. From April 2005 to March 2006 there had been a 41% increase in recorded hate crime cases compared with 2004-05. From April 2005 targets were introduced to reduce unsuccessful outcomes<sup>38</sup> in hate crimes. From April 2005 to March 2006, hate crime successful outcomes increased from 57.9% to 62%. Our partnership with CPS means that issues that arise from borough presentations, in relation to local prosecutions, can be quickly challenged and monitored for improvements. CPS London is represented on the Forum and more recently Forum presentation meetings have included CPS prosecutors from the presenting boroughs.

### **Crown Prosecution Service, Racist Incidents and Crime**

The CPS Racist and Religious Incident Monitoring Annual Report 2005-06 specifies an increase in the number of prosecuted cases from 5788 in 2004-05 to 7430 in 2005-06. Nationally, the CPS prosecuted 82% of cases received from the police in England & Wales. The Metropolitan Police Service (MPS) records the total recorded number of racist crimes as 9976 for 2006-07, a decrease from 11322 for 2005-06, demonstrating a decrease in recorded racist crime of 11.9%. Of the 32 boroughs, 22 have noted decreases in recorded racist crime from 2006-2007. The most significant decrease (39.9%) is recorded in the London Borough of

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<sup>38</sup> "Outcomes" can be defined, as prosecutions and an example of an "unsuccessful outcome" would be a prosecution that did not proceed on account of the victim/s not willing, or not appearing in court, to testify.

Newham. Whilst the picture in Newham appears to show a positive picture in the decrease in hate crime reporting, it is difficult at this stage to corroborate and requires further analysis of both the data and the community perspective.

Through our meetings with CPS several points have been identified for improving the handling of racially and religiously aggravated hate crime on boroughs. These include:

- the need for a clear job description for race specialists and race coordinators;
- the need for effective time management of cases; and
- area guidance devised to help lawyers with the selection of racially and religiously aggravated charges.

The Forum will continue its work with the CPS to monitor improvements and will continue to engage with community groups in respect of establishing the reality of the community experience in challenging policy and practices at borough meetings.

## **IMPROVING FORUM ENGAGEMENT WITH BOROUGHES**

Whilst there still remain levels of inconsistency in dealing with hate crime across London, some boroughs appear to have more effective systems in place than others but there is a need to make further improvements. It is evident the Forum is having a considerable impact in keeping hate crime on the local agenda by its attendance at local hate crime partnership meetings and other engagements with borough partnerships, supported by the HCCG.

Over the next year the Forum will seek to gather data, via questionnaires from all boroughs to assess the impact of the Forum intervention. This information will be shared when the process is completed.

Last year (2005/06) the Forum conducted a similar exercise and comments returned in relation to the following:

### **1. In response to the usefulness of pre-meeting discussions**

- Boroughs report this as an important and useful part of the preparation process. The opportunity to clarify initial supporting questions was welcomed. Boroughs that previously attended presentations were able to encourage other boroughs to make use of the pre-meeting opportunity.
- Discussions of the content of the presentation was also seen as useful, in terms of what had worked well with other boroughs and exactly what information was needed.
- Face-to-face contact helped in understanding the process of pulling together the presentation and it was also useful for boroughs to view the meeting room and find out who the audience and Forum membership would be.

### **2. In response to the usefulness of preparatory questions**

- Boroughs stated they found this helpful as the questions allowed the local partnership to appreciate the focus and importance of the presentation in advance.
- Feedback also identified the initial supporting questions as challenging their thinking and contributed to the development of borough Hate Crime Reduction Strategies, some of

which were in the process of being drafted. The Forum membership was seen as giving good guidance as to what was required at the meeting.

### **3. In response to their experience of the Forum process**

- The Forum was seen as a constructive and challenging arena, which was expected and welcomed. Presentations were seen as an opportunity to share cross borough perspectives.
- Boroughs felt the Forum listened and had clear ideas about issues it wished to cover, presenting boroughs with appropriate questions and challenges.
- The presentation to the Forum was viewed as challenging, positive and fair.
- Members of the Forum were seen to ask erudite questions and did not score cheap political points and therefore some of the bad press the Forum had received was unfounded.

As well as the strategic challenges made to statutory agencies in relation to their specific responsibility and requirements under the legislation, an example of good and improving practice, maintained and initiated by the Forum, includes the Hate Crime Coordinators Group.

#### **THE HATE CRIME COORDINATORS GROUP (HCCG)**

The HCCG<sup>39</sup>, chaired by the Forum Project Manager, is seen as a good practice initiative established by the Forum. It continues to provide an opportunity to remain in close contact with boroughs outside Forum presentation meetings and is identified as providing a useful, supporting mechanism for personal, professional and policy development; provides direct advice and a vehicle for emerging issues to be shared. It enables regular updates from boroughs as well the exchange of information in terms of current/developing issues or concern and identifying effective practice initiatives.

The HCCG met four times during 2006-07 and the range of issues discussed is illustrated below. These have included:

- how data is used to determine positive outcomes;
- appropriate venues for reporting of hate crime incidents;
- the lack of consistency in adequate training for staff responsible for recording hate crime incidents;
- access to interpreters where the first language spoken by victim may not be available when required; and
- acknowledgement that victims may be more encouraged to report where they themselves feel comfortable.

The recording of Best Value Performance Indicators (BVPIs) 174 and 175 has not been very successful. Reporting and recording has been low and relatively ad hoc making it extremely difficult to audit. Many HCCG members reported similar experiences - BVPI 174

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<sup>39</sup> The publicity of this group by those who attend has increased its membership to include local authority hate crime coordinators, local race equality council (REC) officers and hate crime police officers from borough command units.

and 175 need to be mainstreamed in order to work, some HCCG members noted that even social service departments and schools had produced nil returns for these indicators. HCCG members have made consistent requests for better guidance around hate crime, including: request on improving third party reporting; dealing with specific hate incidents; how to galvanise support from the local MPS in non-crime incidents and how to challenge housing providers more appropriately to take responsibility in residential issues. Whilst the Association of Chief Police Officers (ACPO) manual is considered to provide a good place to begin, HCCG members felt something more was needed. An equivalent response such as the Mayor's Strategy on domestic violence has been suggested.

Registered Social Landlords (RSLs)<sup>40</sup> are a cause for concern for many HCCG officers. RSLs appear to receive very few reports on hate crime and yet community feedback identifies this area as prevalent in incidents of racial harassment. At Forum presentation meetings, RSLs are often challenged, as there is evidence that they do not often follow their own policies on recording/reporting incidents and in at least one case the local authority appears to be writing a policy for the RSL. What is positive, is the evidence reported of improved cooperation and a desire for improvement from both RSLs and Local Authorities.

The recent case review of Social Housing Regulation, *Every Tenant Matters*<sup>41</sup>, released on 19 June 2007, when combined with the government Respect Agenda, offers an opportunity of increasing the accountability of RSLs to local communities which in turn could be used by local authorities as a means to hold RSLs directly accountable for service provision to local communities.

With regard to hate crime in schools, there is an acknowledgement that schools tend to be, perhaps understandably, very disinclined to make known the numbers of reported incidents of hate crime. In one borough a parent complaint led to a review of policy. In another borough guidance to schools from the local authority saw a massive increase in the number of reports received.

#### **Other issues discussed include:**

- the rise in verbal incidents against Muslims following the Danish cartoon protests and riots across Europe in 2006, (following the publication of a cartoon insulting Muhammad in a Dutch paper).
- movements of the far right in local and national elections;
- the fear of crime and race hate crime following on from terrorist incidents; and
- lack of recognition over the importance around funding anti-hate crime initiatives and the resulting dearth in funding.

#### **Concerns noted by Forum officers include:**

- The precarious nature of the borough hate crime coordinator role. These positions seem to be created, amalgamated and destroyed with amazing fluidity. This probably accounts for the high turn over of staff in the HCCG. They seem to be created in a rather ad hoc fashion as external pressure dictates, such as a high profile incident on

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<sup>40</sup> Registered Social Landlords (RSLs) are organisations registered and approved by the Housing Corporation to provide social housing for rent. In addition, some RSLs build affordable housing, often in partnership with commercial developers, for sale on a Shared Ownership basis.

<sup>41</sup> *Every Tenant Matters: A review of social housing regulation*, June 2007 Professor Martin Cave

the borough or a Forum presentation. Accordingly they appear to be among the most vulnerable positions when budgets are reduced. The Forum recognises the value of the hate crime coordinator role and urges boroughs to seriously consider their positioning within the organisation structure.

- Under resourcing seems to lead to a lack of distinction between who is responsible for the overarching strategy and who is responsible for grass roots delivery. In several boroughs it appears to be the same individual. Reports from the HCCG notes some members wishing they had more time to do case work and others responding that they have too much case work and are unable to construct policy and strategy. There must be a reassessment for the role to be more effective.
- A great many boroughs seem to be involved in constant revision or reorganisation. Perhaps as a result of the high turnover and lack of time to develop policy it is no great surprise, many HCCG meetings have reported that many members have been involved in undertaking reviews or revising strategy. It is not possible to assess 'what works' is or is not working if there is insufficient time to bed in the strategy and collect feedback from those it impacts against.

## **SECTION D: OTHER WORK AREAS**

### **The Heartstone Project**

The Heartstone Project, with the support of the Forum, has been adopted by ten London boroughs. The Project challenges discriminatory attitudes in the community. Participants have included the boroughs of Camden, Hounslow, Westminster and Islington as well as London Underground. The project involves the use of photo imagery to engage the audience in discussing and challenging negative perceptions and attitudes. The Project is running over the course of 2007- 08 and the Forum is awaiting an evaluation report when this is concluded. The intention is to use the evaluation to persuade other boroughs to adopt its good practice, particularly but not exclusively, in addressing the impact discrimination and hate crime with young people. The Heartstone Project has launched an exhibition at Whitechapel Station in addition working with Transport for London (TfL). It has also secured funding of £26,000 from Arts & Business for a further London project and will involve an Asian Women's Project in the London borough of Camden, working specifically with Bangladeshi Muslim women who are becoming inspirational for many other groups everywhere else in the country. Support for the project came from the Rt Hon Charles Kennedy MP and Rt Hon Ruth Kelly MP.

### **Education**

The Forum conducted some work with the borough of Haringey to exploring the extent of race hate crime in borough schools and contributing to improvements and good practice in dealing with hate crime related issues. It is hoped that, once this has been adequately researched and piloted, the results can be shared with other borough areas as a model of improving effectiveness. It should provide teachers with an added toolkit to tackle both hate crime and hate related bullying in schools.

## **Youth Justice Board (YJB)**

The Forum held a joint meeting with Youth Justice Board to explore the YJB role as part of its race action plan in May 2006. The event discussed how the YJB contributes to both challenging and supporting young people. The London Youth Offending Teams (YOTs) are in the process of reviewing intervention programmes and strategies of engagement with young people. The Forum will support the YOT partnerships in establishing good practice. The Forum will engage in further discussions with the YJB to explore further areas of partnership work. In addition, the Forum has been approached by a number of local YOT teams for assistance in developing their local race action plans following the event.

## **GLA Black and Minority Cracking Crime Board (BMECCB)**

The role of the board includes:

- to co-ordinate joint action on a London wide level to address the concerns of the BME voluntary sector working on crime reduction and crime prevention at a grassroots level;
- to provide a strategic overview and input into the BME crime reduction network run by Black Londoner's Forum and London Action Trust;
- to act as a direct link between the London BME crime reduction network and statutory agencies ensuring that issues raised by the network are given due consideration; and
- to receive and consider quarterly reports from the Management Committees of the respective organisation in relation to the BME crime reduction network.

The Forum Project Manager attends meetings of the board and makes contributions to the Board's work through sharing information on the Forum scrutiny process and issues identified from borough partnerships. The Black Londoners Forum is also represented on the Forum.

## **The London Criminal Justice Board (LCJB)**

The London Criminal Justice Board:

- delivers strategies for developing a more effective criminal justice service through its sub-groups;
- negotiates yearly targets for London's performance with the Office of Criminal Justice Reform (OCJR);
- monitors performance across London's Borough Criminal Justice Groups (BCJGs);
- supports and assists local Borough Criminal Justice Groups (BCJGs); and
- identifies and promotes effective practice.

The work of the Forum encourages local partnerships to engage with local criminal justice boards and for representation to be part of the borough scrutiny. Our work with CPS London, and their representation on the Forum, means that issues can be addressed

through the relevant CPS borough managers where inconsistencies are identified in charging perpetrators of hate crime as well as identify training issues for staff responsible.

## **A REVIEW OF THE FORUM**

During the year, an independent research project was commissioned to identify the successful features of the Forum. The research was undertaken in partnership with London Probation and the Reducing Hate Crime in Europe Project. The report identified the key elements of success as:

- Preparation and audit;
- Presentation and performance;
- Challenge and critique and
- Action and support.

The report has been completed and is available from London Probation Service. It is hoped the report will serve as a blueprint to enable the Forum to be replicated elsewhere. The report will be available on the MPA website in due course.

### **Work of the Criminal Side Sub Group**

Whilst the specific work of the Criminal Side sub group was completed in the previous year, the Forum recognises there is a need to maintain its focus in terms of consistency of charging in relation to race hate crime. The Forum will integrate the work of this sub group into a newly established good practice sub group to continue monitoring CPS performance and Judges' sentencing patterns.

The Forum will also forge links with local Criminal Justice Boards (LCJBs)<sup>42</sup>, as part of the scrutiny process and invite them to confirm how local LCJBs and Crime and Disorder Reduction Partnerships (CDRPs)<sup>43</sup> are responding to race/religious crime/incidents. There is a ministerial drive (enforced at London Criminal Justice Board) that LCJBs and CDRPs work more closely. The Forum will make changes to the initial questionnaire sent to boroughs in advance of presentations to obtaining a strategic overview from the LCJB and CDRP perspective.

### **Work of the Civil Side Sub Group**

The Forum indicated last year that it would re-establish the Civil Side sub group to perform specific and time limited tasks. This work is now being pursued through the HCCG. The HCCG officers are best placed to examine data provided from housing associations, youth services, schools and YOTs to explore compliance with local policies. The Forum has been concerned at the level of inconsistency in dealing with racial harassment in relation to housing and school-based issues identified through several borough presentations. The

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<sup>42</sup> Each local justice area has such a board with the express duty to scrutinise, review and make recommendations about the way in which the Lord Chancellor is discharging his general duty in relation to the courts in its area

<sup>43</sup> The 1998 Crime and Disorder Act established partnerships between the police, local authorities, probation service, health authorities, the voluntary sector, and local residents and businesses with the aim of working together to reduce crime and disorder in their area.

HCCG provides an opportunity to examine patterns in this regard and enables the Forum to conduct further investigation in its meetings with borough partnerships.

### **Community Cohesion and Improving Community Confidence**

The under-reporting of hate crime remains a major concern for the Forum and as such the Forum has been working with a range of community groups/voluntary agencies to explore issues of community cohesion. Lengthy discussions have also taken place with the MPS to explore issues in relation to third party reporting. The MPS is in the process of targeted work with several BME communities to increase confidence in reporting hate crimes. Targeted work will be taking place with identified groups and will include: Kurdish, Pakistani, Turkish and Somali communities. There will also be a focus on young people from those communities. The Forum will be monitoring this process and receive regular updates on its progress.

There are many tasks and challenges still ahead for the Forum in its aim to improve service delivery and consistency across London. The Forum will:

- continue to use satisfaction surveys to monitor public perceptions of crime;
- establish good practice criteria; and
- support the establishment of local and regional hate crime forums.

### **Could the Forum be replicated across the UK?**

The Forum appears to be the only scheme in the country established to strategically monitor race and faith hate crime across a specific area in the way boroughs are scrutinised. Many London boroughs have either set up local hate crime boards or fora, or are in the process of doing so, but the Forum seems to be the only body, which is able to systematically make comparisons across the capital. The blueprint model could be established in other Government Office regional areas and the Forum has engaged in positive discussions with the Home Office Minister Vernon Coaker MP, to explore this option. Interest has been expressed from Government Office North East (GONE)<sup>44</sup> and Government Office North West (GONW)<sup>45</sup> and the Forum will be entering discussions with them to offer support. The evaluation of the Forum indicates that by using the European Union Monitoring Centre formula (EUMC), the Forum offers a transferable model for cities and state wide multi agency Race Hate Crime Forums.

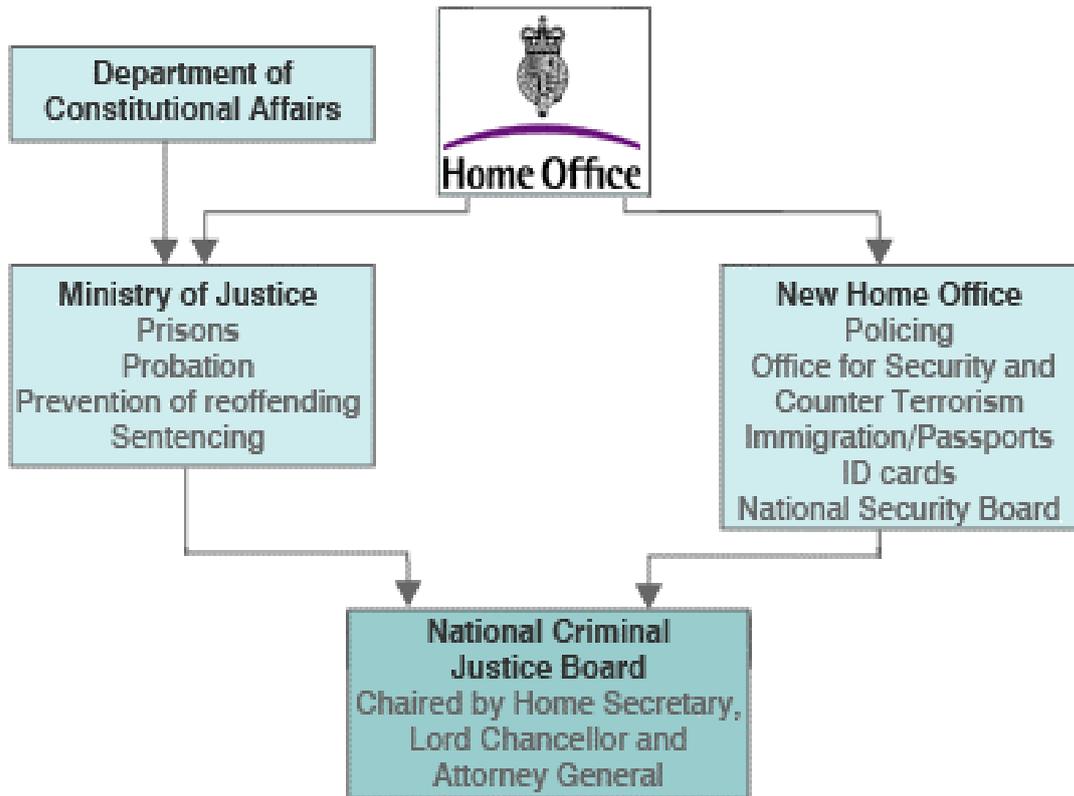
### **The Impact of Changes within the Home Office**

Changes to the structure of the Home Office were announced in March 2007. This has resulted in the creation of the Ministry of Justice, and the movement of units into that ministry, took place in May 2007. The new ministry has taken over the responsibilities of the Department for Constitutional Affairs, and the National Offender Management Service (NOMS), including the prison and probation services and has lead responsibility for criminal law and sentencing.

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<sup>44</sup> Government Office North East, [www.gos.gov.uk/gone](http://www.gos.gov.uk/gone).

<sup>45</sup> Government Office North West, [www.gos.gov.uk/gonw](http://www.gos.gov.uk/gonw).



Whilst the impact of the change structure may not as yet be clear, the fact that the New Home Office and the Ministry of Justice are separated, may well have implications for joined up working, particularly between issues of policing and justice in relation to hate crime. The Forum will monitor the impact of the change and will make representations to member organisations to ensure consistency and improvements are maintained.

## INFORMATION FROM BOROUGH PRESENTATIONS

### Types of Information Requested from Boroughs

After initial responses to questions, the following illustrates the types of detailed questions posed to boroughs during their presentation to the Forum. These have been developed based on our experience of the most frequently raised questions and issues emerging from previous presentations.

1. What procedures are in place to ensure the council is an active member of its local Racist Incidents panel?
2. What initiatives are targeted specifically at schools for dealing with racial harassment? How are incidents collected in schools?
3. Low sanction detection rates are an obvious cause for concern. With regard to sanction detections is it possible to see how many of these resulted in an actual outcome post charge?
4. How is local intelligence used or deployed to ascertain levels of race hate crime in the borough?
5. The results of the public opinion surveys referred to in presentations would probably be markedly different if they were targeted at specific parts of the community. While the estimation of under reporting is notoriously difficult this is an area that could be explored through the use of targeted surveys.
6. All boroughs appear to be struggling to a greater or lesser extent over third party reporting. How many venues are operational across the borough? What sort of service do they provide (self reporting/ assisted reporting etc)? What training do staff receive? What provision is made to assist people who may have other difficulties around reporting such as disability and mental health issues?
7. It is important that objectives are clear and not vague. Some of the future developments statements would benefit from being a little more specific – for example 'improve confidence' – In what? How? What will success look like? How will this be measured?
8. What work has taken place around the identification and dealing with repeat victims? Similarly what initiatives are in place to deal with repeat perpetrators?
9. What training, in general, is provided to staff in the borough? What level of training do senior staff receive?
10. What can be done around housing disputes to help ensure that it is not the victim that suffers from the intervention? (I.e. why is it that the victim appears to be moved rather than the perpetrator?) In addition what is in place to deal with victims and perpetrators of racist crime who are homeowners?

11. The responses from borough Housing Associations are often a case for concern. What measures are being established to ensure that Housing Associations are actively part of the hate crime monitoring process?

### **Positive Responses from Boroughs**

Boroughs have responded to the questions below in a variety of ways, some more useful and informative than others. The Forum regards the following responses as a useful approach in terms of openness and the desire to incorporate more effective responses to hate crime issues. Some of the responses received are illustrated below.

1. How will the expectations of the community and the reality of sanction detections be managed?

Boroughs should seek to improve sanction detection rates across all the crime types; this in turn should help to manage community expectations.

2. The number of hate crimes appears to have risen recently is there any anecdotal evidence to suggest whether this is due to the actual volume of hate crime or the borough publicity campaign to raise awareness around reporting existing crime?

Establishing stronger links with BME communities will support increases in public confidence to report hate crime. Whilst many boroughs have launched campaigns to increase awareness, more consideration should be given to how these are targeted at the range of communities to have a more positive impact.

3. What measures are being taken by local authority housing and social landlords to ensure low-level harassment, the accumulative effect of which can have a big impact on the quality of people's lives, is dealt with in an appropriate manner?

Good Neighbourhood Agreements (or Tenancy Charters) should be piloted in boroughs to reinforce the anti-social behaviour, or "respect for others", clauses in the tenancy agreements and should be part of all tenancies. This would then underlie tenant commitment to being good neighbours. Landlords' explaining their Charter at the signing-up interview provides a useful opportunity to highlight what is expected of tenants and what the council will do in response to anti-social behaviour complaints.

4. What are boroughs doing to identify compound victims?

Perpetrators should be dealt with quickly, with temporary moves offered if appropriate to protect residents from continued harassment. It should be clear to victims who they should contact if victim of a hate crime. Where there is proof that perpetrator/s behaviour contravenes tenancy agreements, it is they who should be moved and a programme of support put in place to reintegrate and return the victim to their home.

5. How is the borough third party reporting scheme functioning?

Most boroughs have reported that third party reporting is not working successfully; therefore boroughs should look at the numbers and locations of existing sites and set up alternative reporting structures (e.g. on-line reporting and doctors surgeries).

6. What multi-faith organisations have been set up in the borough?

Community Safety Units, Community Engagement Teams & Safer Neighbourhoods Teams should establish a programme to ensure regular liaison with established groups such as the Race Equality Council, Muslim Network and Safety Forum, Faith Forum, Refugee Action Group as well as individual Mosques, Synagogues and Churches. A coordinated and well-maintained information sharing protocol should be established to ensure all agencies are aware of issues.

7. The Forum has been concerned by the lack of incidents being reported in schools across all boroughs. The Forum appreciates that schools do not want to be associated with having a 'racism label' and acknowledges that schools cannot be blamed but must be worked with in partnership. Are any initiatives in place to increase the number of incidents reported in schools?

Anti-Social Behaviour Action Teams (ASBATs) should work in schools alongside the Police Schools Liaison Officers (PSLOs) and also attend events with young people to raise awareness of Anti-Social Behaviour (ASB). Boroughs should consider establishing similar programmes of engagement with young people of all ages and enlist support from other community-based organisations, with expertise in working with young people.

## INFORMATION FROM PARTNER AGENCIES

The following information gives an account of the work in which other partner agencies are engaged and the value of their contribution to the work of the Forum as well as illustrating how the Forum links to the London, regional and international arena on hate crime. The contributions have been submitted directly from the representatives of the identified organisation.

### **The Board of Deputies of British Jews<sup>46</sup>**

Representation from the Board of Deputies of British Jews (BDBJ) enables the Forum to remain updated in terms of developments from:

- the Community Security Trust (CST)<sup>47</sup>
- the European Jewish Congress,<sup>48</sup> and
- the Organisation for Security and Cooperation in Europe (OSCE).

Specifically, the Forum is able to receive updates from the Organisation for Security and Cooperation in Europe (OSCE) Law Enforcement Officers Programme (LEOP), which is engaged in training police forces and criminal prosecutors to monitor and investigate hate crime in the 56 member states of the OSCE.

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<sup>46</sup> See appendix 7

<sup>47</sup> The Community Security Trust (CST) provides security and defence advice for the Jewish community throughout Britain.

<sup>48</sup> The EJC gives a unified voice to Jewish communities around Europe, representing their common interests and concerns

## **Her Majesty's Court Service, London region (HMCS).**

Feedback from HMCS illustrates their learning from the Forum as:

- the importance of (their) civil courts to work more closely with their local borough councils. For example, the eviction of tenants who have been convicted of race hate crimes could be expedited if there are good communication links between courts and councils;
- the importance of the witness liaison process, to ensure that victims and witnesses of hate crimes are properly supported before and after (court) hearings;
- the value of working with colleagues in other London Criminal Justice Service agencies (LCJS); and
- meeting people from support groups and linking those groups to the work of all the courts (not just criminal courts).

## **Three Faiths Forum**

The Three Faiths Forum (TFFF) was established in 1997 in order to promote understanding and dialogue between the three Abrahamic faith traditions (Jewish, Christian and Muslim). In 2002 the TFFF was recognised by the Charity Commission for promoting religious harmony for the benefit of the public as a charitable purpose. It is not a religious organisation but brings together people from the three faith communities. Included as its aims are:

1. Educating Muslims, Christians and Jews to appreciate each others' distinctive beliefs and practices and their common ground;
2. Encouraging friendship, goodwill and understanding amongst people of the three Abrahamic and monotheistic faiths of Islam, Judaism and Christianity; and
3. Promoting support for, and public recognition of, the importance of groups where people of the Muslim, Christian and Jewish faiths meet and share common fundamental and ethical interests.

Operating at national, regional and local level, the TFF has close links with differing levels of Government and other influential individuals and operates both in London and abroad. The TFF is an agent of change, lobbying on behalf of representatives of the Abrahamic faiths to seek further religious freedom.

## **Searchlight**

Searchlight opposes racism and fascism in Britain and abroad. It was founded in 1962 and now has three components: Searchlight magazine, Searchlight Educational Trust and Searchlight Information Services.

Searchlight has representation on the MPS Race Independent Advisory Group (IAG), which was set up in the wake of the Stephen Lawrence Enquiry. Searchlight has a membership of around thirty people drawn from all walks of London life. Members of the MPS IAG are not nominated from any specific community or faith but are invited to join from the ranks of those with long serving experience of dealing with the Police Service, on both a critical and co-operative level.

Searchlight have trained nearly all the Community Safety Officers (CSOs) in the MPS, have jointly drawn up their training programmes and sit on Gold Groups during Critical Incidents. Searchlight has also trained senior officers on how to deal with Critical Incidents. It sets the standard as the first for the other IAG's that followed both in London and nationally.

### **Searchlight Information Services (SIP)**

Searchlight comprises of its Magazine, Educational Trust and S.I.S. Searchlight is the longest running anti-racist and anti-fascist organisation in the U.K. Starting its life in 1964, it is an intelligence led body that gathers information on the extreme political and racist right.

Intelligence gathered is analysed and passed to the appropriate persons or organisations. It gives evidence to The Home Affairs Committee and national and international bodies seek its views. It is the organisation that revealed David Copeland was linked with the far right when both the Police and MI5 had failed to identify any links.

Operation Wedge<sup>49</sup> works with young offenders in co-operation with the Prison and Probation Services.

### **Forum Race and Equality Impact Assessment**

Most public organisations are now required by law to conduct Equality Impact Assessments (EIAs) to demonstrate that they have taken due regard of the diversity impact of any area of work proposed or being developed. The Forum is no different. This report highlights the many challenges for the Forum in terms of its focus on race and faith hate crime and its strategy to engage with those potential partner organisations with expertise in other areas of diversity.

The work of the Forum makes an essential contribution to the process of scrutiny, as it holds borough partnerships to account, makes recommendations for the development of local action plans and engages feedback from voluntary groups and the views of the wider community.

The size of the Forum project team significantly reduces the range of work possible. The Forum recognises the need to demonstrate equality of focus across all diversity groups and the requirements of statutory organisations to meet the expectations of new legislation. The work of the Forum has had a positive impact on borough partnerships in terms of being the catalyst for the focus on hate crime issues and for driving action in relation to boroughs

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<sup>49</sup> Formed by Searchlight Information Services in late 2003, Operation Wedge works in partnership with other organisations to provide the knowledge, the will and the necessary tools to understand, combat and challenge racial hatred. It is an essential instrument in helping and providing crucial guidance and experience to those who engage with racists and racist ideas, to understand the nature, causes and effects that a racist or fascist influence has on sections of alienated youth in society.

reassessing their community safety action plans. Prior to Forum involvement, some boroughs reported that they had not conducted research or data analysis of hate crime. The impetus for doing so was their preparation for presenting to the Forum.

The current focus on race and faith hate crime excludes work around disability. In exploring this area of diversity, the MPA Equality and Diversity Unit (EDU) has held discussions to explore how disability hate crime issues can be included as part of the work of the Forum. If the Forum continues, it could include disability hate crime as an additional focus area by making appropriate links with disability advisory groups and organisations that can act as advisors in this area. A sub group would be formed with expertise of disability issues to lead this area of the work.

The Metropolitan Police Authority (MPA) has agreed to fund the Forum until December 2007. The Chair of the Forum has been working extensively with the Forum Project Manager to secure funding from key statutory stakeholders who are current Forum members. Financial support provided to the Forum by December 2007 is in the region of £79 -90K (pro-rata). This figure does not reflect the additional on-costs, which are currently being met in full by the MPA.

There is a need, therefore, for statutory organisations to ensure the good work of the Forum is able to continue well into the future as it plays a vital role in support of current and emerging Home Office legislation and in safeguarding the safety of vulnerable communities in London, to ensure that London is one of the safest cities in the world.

The work of the Forum supports the United Nations Educational, Scientific and Cultural Organization (UNESCO) Declaration on Race and Racial Prejudice, which states:

"Racism hinders the development of its victims, perverts those who practise it, divides nations internally, impedes international cooperation and gives rise to political tension between peoples...

The struggle against racism, racial discrimination and antisemitism requires a broad strategy of action, ranging from legal and political measures, including measures of conflict-resolution and confidence-building, to policies in the fields of teaching, education, culture and information. Victims of racial discrimination are entitled, individually and collectively, to effective measures of protection as well as to remedies and, as the case may be, to affirmative action in the economic, social and political fields in order to repair and to make up for the adverse and often degrading and disgraceful situations in which they find themselves"<sup>50</sup>.

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<sup>50</sup> [www.socialistinternational.org/5Congress/XX-NEWYORK/con3.html](http://www.socialistinternational.org/5Congress/XX-NEWYORK/con3.html)

## CONCLUSION

The timetable for the initial base-line scrutiny of all London boroughs was three years from the start of Forum meetings in 2004. This will have been achieved by the end of 2007. The successes of the Forum, its work with both statutory, local, and international community links have been recorded in this report. The Forum performs a detailed level of scrutiny bringing together the local authorities and statutory organisations to work more closely in partnership.

The positive dialogue with local authorities both directly and through the HCCG members and quarterly meetings of the HCCG will be maintained. The Forum partnership with the MPS Violent Crime and Diversity Citizen Focus Directorates has supported the challenge and improvements in flagging hate crimes to increase sanction detection targets from 17.9%, prior the commencement of Forum scrutiny in 2004-05, to the current 36.9% for 2006-07. It may be possible to infer that the work of the Forum in keeping hate crime on local borough and MPS agendas has contributed in some way to the decline in hate crime.

The CPS has also made significant changes to the process of both prosecution and charging of racial offences over the three-year period.

Many boroughs have fed back that the Forum scrutiny has been a kick-start for them to look again at what they are doing to address hate crimes and to make improvements where these are required.

The Forum hopes this is due to the various improvements being made by all concerned and that the Forum has been a catalyst in that process. The Forum hopes to make an even greater impact in the future and will look to support scrutiny of other hate crimes by sharing the good practice already established.

There is clearly much work still to be done and questions not yet possible to answer. The Forum will look to further expand its relationship with voluntary partners in bringing perpetrators to justice and supporting victims of hate incidents and crimes. The support of the community remains vital to ensure hate crimes and incidents are brought to the attention of the authorities rather than victims suffering in silence. Data tells us that reported hate crimes have been falling in London, whilst there have been increases noted in other parts of the country.

Finally, the Forum will explore future community based events to ensure the voices and experiences of vulnerable communities remain the driver in delivering our work.

## London Race Hate Crime Forum Terms of Reference

1. Effect policies, protocols and processes that will contribute to the effective and efficient implementation and monitoring the performance of the race hate crimes 'aspect' of the Crime and Disorder Audits and strategies by local partnerships at a pan-London level.
2. Engage with key central government departments and pan-London agencies to secure agreement to a pan-London Protocol for responding to and dealing with race (and other) hate crimes at local partnerships.
3. Secure agreement among key agencies, pan-London and locally, for the sharing of personalised and depersonalised information in order to satisfy agency responsibility under section 17 of the Crime and Disorder Act 1988.
4. Co-ordinate and disseminate good practice examples in dealing with race (and other) hate crimes across the key statutory and voluntary agencies in London.
5. Provide Policy and guidance to local Crime and Disorder Reduction Partnerships in their dealings with race (and other) hate crimes.
6. Continuously monitor and review the learning gained from developments on race hate crime, to inform the development of policies, protocols and practices for other hate crime areas.
7. Proactively establish relationships with other stakeholders, central government departments and pan-London agencies.
8. In consultation with ministers, central government departments, the London Councils, Government Office for London (GOL) and other key agencies, develop protocols and agreements that would hold the partnerships accountable for delivering the McPherson Inquiry recommendations.
9. In addition to the above, it is proposed that, due to the range of key organisations that will be members of the Forum, that it could act 'as a one-stop-shop' to local authorities, the police and other partner organisations, that require the provision of expertise and co-ordination in the event of critical race hate incidents.

## Definitions of Hate Crimes and Hate Incidents

The following is a list of key terms associated with hate incidents and hate crimes.

The Metropolitan Police definition of a Critical Incident is:

Any incident where the effectiveness of the police response is likely to have a significant impact on the confidence of the victim, their family and/or their community.

Critical Incidents include:

### **Racist Incident**

'Any incident, which is perceived to be racist by the victim or any other person.' (Stephen Lawrence Inquiry report, recommendation 12)

### **Homophobic Incident**

Any incident, which is perceived to be homophobic by the victim or any other person.

### **Transphobic Incident**

Any incident, which is perceived to be transphobic by the victim or any other person.

### **Faith Related Incident**

Any incident, which is perceived to be based upon prejudice towards or hatred of the faith of the victim or so perceived by the victim or any other person.

### **Sectarian Incident**

Any incident, which is perceived to be sectarian by the victim or any other person.

### **Disability Incident (or sometimes referred to as a disability related incident)**

Any incident, which is perceived to be based upon prejudice towards or hatred of the victim because of their disability or so perceived by the victim or any other person.

## **Definitions of disability**

### **Medical model<sup>51</sup>**

Under the medical model, disabled people are defined by their illness or medical condition. They are disempowered: medical diagnoses are used to regulate and control access to social benefits, housing, education, leisure and employment.

The medical model promotes the view of a disabled person as dependent and needing to be cured or cared for, and it justifies the way in which disabled people have been systematically excluded from society. The disabled person is the problem, not society. Control resides firmly with professionals; choices for the individual are limited to the options provided and approved by the 'helping' expert. The medical model is sometimes known as the 'individual model' because it promotes the notion that it is the individual disabled person who must adapt to the way in which society is constructed and organised.

<sup>51</sup> <http://www.open.ac.uk/inclusiveteaching/pages/understanding-and-awareness/medical-model.php>

The medical model is vigorously rejected by organisations of disabled people, but it still pervades many attitudes towards disabled people.

### **Social model<sup>52</sup>**

The social model has been developed by disabled people in response to the medical model and the impact it has had on their lives.

Under the social model, disability is caused by the society in which we live and is not the 'fault' of an individual disabled person, or an inevitable consequence of their limitations. Disability is the product of the physical, organisational and attitudinal barriers present within society, which lead to discrimination. The removal of discrimination requires a change of approach and thinking in the way in which society is organised.

The social model takes account of disabled people as part of our economic, environmental and cultural society. The barriers that prevent any individual playing a part in society are the problem, not the individual. Barriers still exist in education, information and communication systems, working environments, health and social support services, transport, housing, public buildings and amenities. The devaluing of disabled people through negative images in the media – films, television and newspapers – also acts as a barrier.

The social model has been developed with the aim of removing barriers so that disabled people have the same opportunity as everyone else to determine their own life styles.

A simple example is that of a wheelchair user who has a mobility impairment. They are not actually disabled in an environment where they can use public transport and gain full access to buildings and their facilities in the same way that someone without their impairment would do.

The social model of disability has fundamentally changed the way in which disability is regarded and has had a major impact on anti-discriminatory legislation. However, some disabled people and academics are involved in a re-evaluation of the social model and they argue that the time has come to move beyond this basic position.

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<sup>52</sup> <http://www.open.ac.uk/inclusiveteaching/pages/understanding-and-awareness/social-model.php>

## **The Legislative and Policy Context of Hate Crime**

The following extract has been taken from the report released from Race on the Agenda (ROTA)<sup>53</sup>, one of the Forum member organisations. It provides a synopsis of the legislative framework for hate crime.<sup>54</sup>

### **UK Legislation relating to hate crime**

There are a number of UK laws which aim to address hate crime directly or indirectly. These laws not only seek to punish the behaviour of individuals who commit hate crime, but also place positive duties on local authorities to promote good relations between all racial groups. Those Acts are briefly explained below.

**Public Order Act 1986** – Sections 18 to 23 of this Act create a series of offences for the use of words or behaviour; the display, publishing or distributing of written material; the public performance of a play; or the distribution, showing or playing of a recording or broadcast, if it is intended to stir up racial hatred<sup>55</sup>. (Also see Racial and Religious Hatred Act 2006 below). The courts must be cautious when prosecuting under this Act, as they will be limiting the right to the freedom of expression. They must therefore balance the competing arguments in a similar fashion to the procedure existent under the European Convention on Human Rights.

**Protection from Harassment Act 1997** - This Act was in part conceived to outlaw forms of ongoing or continuous conduct that could be characterised by hate crime, which would be difficult to prosecute otherwise. [The Act was directed at the prevention of stalking, anti-social behaviour by neighbours and racial harassment, providing redress for victims of both racial and homophobic harassment].

**Crime and Disorder Act 1998** – This Act places a positive obligation upon local authorities and the police to work together with other key agencies within the community to develop, implement and monitor strategies for reducing crime and disorder in the area, including hate crime<sup>56</sup>. Specifically with regards to hate crime, sections 29 to 32 of the Act create a series of ‘racially aggravated’ offences wherein the determining factor is the victim’s membership to a racial group, and the offender is motivated by that factor, or displays hostility based on the victim’s membership of that group.

**Race Relations (Amendment) Act 2000** - This Act places a duty on all public bodies to take necessary steps to eliminate racial discrimination, promote equality of opportunity and promote good relations between persons of different racial groups<sup>57</sup>. Public authorities now have a duty to ensure that as policy makers and service providers that they consult ethnic minority representatives take account of the potential impact of policies on ethnic minorities, monitor the

<sup>53</sup> Restoring Relationships: Addressing Hate Crime through Restorative Justice, 2007.

<sup>54</sup> The content of the legislative framework included here has been borrowed from the ROTA report and has not been interpreted by the RHCF. It does however provide a useful and simplified account of the legislation in respect of hate crime.

<sup>55</sup> Public Order Act 1986, [www.opsi.gov.uk/si/si1987/Uksi\\_19870198\\_en\\_1.htm](http://www.opsi.gov.uk/si/si1987/Uksi_19870198_en_1.htm)

<sup>56</sup> See s17 Crime and Disorder Act 1998, [www.opsi.gov.uk/acts/acts1998/98037--e.htm#28](http://www.opsi.gov.uk/acts/acts1998/98037--e.htm#28)

<sup>57</sup> s71 Race Relations (Amendment) Act 2000, [www.opsi.gov.uk/ACTS/acts2000/20000034.htm](http://www.opsi.gov.uk/ACTS/acts2000/20000034.htm)

actual impact of policies and services, and take remedial action when necessary to address any unexpected or unwarranted disparities.

Anti Terrorism, Crime and Security Act 2001 – Part V of this act deals with the issue of religious hatred, specifically those who are victims of a crime because of their membership to a religious group. This works in a similar fashion to the sections of the Crime and Disorder Act mentioned above. For the purpose of the Act a religious group means a group of persons defined by reference to religious belief or lack of religious belief<sup>58</sup>.

Criminal Justice Act 2003 – Sections 145 and 146 of this Act gives courts power to impose tougher sentences for offences motivated or aggravated by the race or religion of the victim, by a disability, or by [their] sexual orientation<sup>59</sup>.

Racial and Religious Hatred Act 2006 – This Act builds upon the provisions mentioned above and amends the Public Order Act 1986 and targets acts that intended to stir up hatred against people on religious and racial grounds<sup>60</sup>. The definitions of racial and religious group remain the same as for the Crime and Disorder Act and the Anti Terrorism, Crime and Security Act above.

### **Definition of integration and cohesion**

The Report from the Commission for Integration and Cohesion<sup>61</sup> defines integration and cohesion as one where:

1. There is a clearly defined and widely shared sense of the contribution of different individuals and different communities to a future vision for a neighbourhood, city, region or country
2. There is a strong sense of an individual's rights and responsibilities when living in a particular place – people know what everyone expects of them, and what they can expect in turn
3. Those from different backgrounds have similar life opportunities, access to services and treatment
4. There is a strong sense of trust in institutions locally to act fairly in arbitrating between different interests and for their role and justifications to be subject to public scrutiny
5. There is a strong recognition of the contribution of both those who have newly arrived and those who already have deep attachments to a particular place, with a focus on what they have in common
6. There are strong and positive relationships between people from different backgrounds in the workplace, in schools and other institutions within neighbourhoods.

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<sup>58</sup> Part V, s39(4) Anti Terrorism, Crime and Security Act 2001, [www.opsi.gov.uk/ACTS/acts2001/10024--f.htm#37](http://www.opsi.gov.uk/ACTS/acts2001/10024--f.htm#37)

<sup>59</sup> Criminal Justice Act 2003, [www.opsi.gov.uk/acts/acts2003/30044--o.htm#145](http://www.opsi.gov.uk/acts/acts2003/30044--o.htm#145)

<sup>60</sup> Race and Religious Hatred Act 2006, [www.opsi.gov.uk/acts/acts2006/20060001.htm#aofs](http://www.opsi.gov.uk/acts/acts2006/20060001.htm#aofs)

<sup>61</sup> Commission for Integration and Cohesion, Our Shared Future, June 2007

[www.integrationandcohesion.org.uk/upload/assets/www.integrationandcohesion.org.uk/our\\_shared\\_future](http://www.integrationandcohesion.org.uk/upload/assets/www.integrationandcohesion.org.uk/our_shared_future).

## Other MPA Scrutiny Boards

### Stop and Search Review Board

The terms of reference for the scrutiny are:

1. The use of profiling and intelligence led approaches with stop and search. Specifically the scrutiny could look at:
  - the grounds for suspicion that most commonly lead police officers to carry out a stop and search;
  - the extent to which police intelligence informs the use of stop and search;
  - the quality of information and intelligence given to operational officers;
  - whether the systems for providing officers with intelligence information are monitored and evaluated for effectiveness;
  - whether geographical patterns of local crime patterns reflect the use of stop and search in each area;
  - whether certain behaviours, attitudes or activities by people of different racial groups are likely to increase police suspicion/intuition that leads to stop and search; and
  - the relationship between suspect profiling and stop and search activity.
2. To assess what use is made of stop and search data specifically the scrutiny could look at:
  - the extent to which the findings from stop and search inform police intelligence;
  - the quality of the searches that are made and whether these assist police intelligence.
3. To identify the cost effectiveness of stop and search. Specifically the scrutiny could look at:
  - what are the direct financial costs of stop and search and the indirect costs in terms of public trust and confidence?
  - the positive outcomes that stop and search achieve?
4. The use of Stop and Search performance data to inform and engage communities. Specifically the scrutiny could look at:
  - examples of good practice that are already underway, such as in Lambeth, Westminster and Hackney;
  - changes needed to improve trust and confidence;
  - how widely is Stop and Search supported in the community?
  - samples of communication strategies in place specifically to inform the community on stop and search.

## **The Metropolitan Police Authority (MPA) Domestic Violence Board**

The Board is set up to monitor, scrutinise and support the MPS in its response to domestic violence. The Board will aim to secure continuous improvement in the MPS' response and disseminate best practice and innovation across the 32 Borough Operational Command Units (BOCUs).

### **Purpose:**

- to lead on the effective monitoring, scrutiny and support of the MPS in its response to domestic violence on behalf of Equal Opportunities and Diversity Board (EODB);
- to secure continuous improvement in the MPS' response to domestic violence;
- to robustly and effectively address the issue of consistency of service with regard to domestic violence by focusing monitoring and support on the 32 BOCUs, and the MPS as a corporate body, thereby monitoring coordination and implementation of policy and practice across the MPS;
- to identify needs and gaps highlighted by the 32 BOCUs and corporate MPS units and, where appropriate, ensure these are raised with relevant MPA Committees and/or other forums;
- to increase trust and confidence in the MPS' response to domestic violence and inform the response, not only for domestic violence, but for all other areas of hate crime, across the criminal justice system;
- to link to other pan-London and/or national domestic violence and related bodies; and
- to disseminate best practice and innovation not only across the 32 Borough Operational Command Units (BOCUs).

### **Hate Crime Coordinators Group Terms of Reference**

1. Gather and share information that improves the pan London perspective on hate crime.
2. Support the strategic development of unified pan London policy and response to hate crime.
3. Increase communication and cooperation between the London Race Hate Crime Forum and London boroughs.
  - Enable HCCG Forum representatives to disseminate pan London information regarding hate crime to London boroughs.
  - Enable HCCG borough representatives to inform the Forum of local works around hate crime in their respective boroughs.
4. Increase communication and cooperation between all London boroughs.
  - Enable the sharing of good practice around hate crime with all members of the HCCG, with particular regard to supporting victims and dealing with perpetrators.
  - Enable the sharing and discussion of problems encountered and/or areas of concern around hate crime with all members of the HCCG.
5. Enable the Forum to offer advice and support to London boroughs in the development of action plans to tackle hate crime.
6. Provide a support network for all members of the HCCG to discuss diversity issues.

## Equality Standard for Local Government<sup>62</sup>

The Equality Standard provides an opportunity to complement new initiatives for local authority's equal opportunities policy and with emerging requirements under equality law.

### The Equality Standard will:

- provide a systematic framework for mainstreaming equality leading to the continuous improvement of outcomes
- help local authorities to meet their obligations under the law
- develop and integrate equality policies and objectives that can be driven through performance management
- encourage engagement with stakeholders inviting challenge and involvement in all management and decision making processes associated with service improvement and accessibility
- encourage the development of anti-discriminatory practice and community outcomes appropriate to local circumstances
- provide a basis for tackling all forms of institutionalised discrimination; and
- provide a timetable for integrating sexual orientation, age, religion and belief.

The Standard places considerable emphasis on the establishment of key processes within the local authority to make equality a corporate goal and mainstream it into all aspects of the council's work. These are set out in the Standard as five levels of achievement:

- Level 1: Commitment to a Comprehensive Equality Policy
- Level 2: Assessment and community engagement
- Level 3: Setting equality objectives and targets
- Level 4: Information systems and monitoring against targets
- Level 5: Achieving and reviewing outcomes

Local authorities should use the Equality Standard to ensure that they address equality issues strategically and systematically

<sup>62</sup> The Equality Standard for local government, the Improvement & Development Agency, 2007.  
<http://www.idea.gov.uk/idk/aio/6531086>

## **Membership of the London Race Hate Crime Forum**

Membership of the LRHCF currently includes:

### **Criminal justice agencies**

- CPS London
- London Court Service
- London Probation Service
- Metropolitan Police Authority
- Metropolitan Police Service
- Prison Service

### **Other statutory agencies**

- London Councils (formerly Association of London Government)
- Department of Education and Skills
- Greater London Authority
- Government Office for London
- Housing Corporation

### **Community and voluntary sector organisations**

- Black Londoners Forum
- Board of Deputies of British Jews
- Circle 33
- Commission for Racial Equality (CRE) soon to be Commission for Equality and Human Rights (CEHR)
- Forum Against Islamophobia and Racism (FAIR)
- Hindu Forum
- National Association for Care and Resettlement of Offenders (NACRO)
- Race on the Agenda (ROTA)
- Refugee Council
- Searchlight
- The Monitoring Group
- Three Faiths Forum
- Victim Support London (VSL)

## **The Board of Deputies of British Jews**

The Board was founded in 1760. It is fully representative and drawn from a broad cross-section of the Jewish community throughout Britain today.

The essence of the Board is its representative character. This is based upon a system of delegates (or Deputies) elected from the great majority of Jewish communal organisations, including synagogues, social and welfare organisations, local community bodies and many others.

There are currently around 300 Deputies. They work through regular Plenary Meetings, which consider current issues and general communal requirements and arrive at agreed policy decisions.

The Deputies then elect their Honorary Officers, comprising a President, three Vice-Presidents and a Treasurer, on a three-year cycle, to lead and co-ordinate the development of policy.

These officers each head a divisional structure in which main groupings of issues or activity areas are channelled into appropriate operating divisions. There are currently four Divisions.

The day-to-day working of the Board is carried out through a permanent administration, under the control of a Director General.

The Board of Deputies spans the complete life of the Jewish Community in Britain - its development, its needs and aspirations and above all, its security. For over 240 years our purpose has been to protect, support and defend the interests, religious rights and customs of Jews in the United Kingdom and to promote the development of the Jewish community in Britain.

## Racist Crime Data

Borough	Apr-Mar 05-06	Apr-Mar 06-07	% Change	Number change	MPS Rank % Change	MPS Rank Number Change
Barking & Dagenham	455	386	-15.2%	-69	16	10
Barnet	455	311	-31.6%	-144	4	4
Bexley	382	353	-7.6%	-29	20	18
Brent	307	224	-27.0%	-83	7	8
Bromley	296	326	10.1%	30	28	27
Camden	377	465	23.3%	88	32	32
Croydon	420	265	-36.9%	-155	2	3
Ealing	396	402	1.5%	6	25	25
Enfield	267	252	-5.6%	-15	21	21
Greenwich	529	519	-1.9%	-10	22	22
Hackney	326	363	11.3%	37	30	30
Hammersmith & Fulham	264	230	-12.9%	-34	17	17
Haringey	252	185	-26.6%	-67	9	11
Harrow	211	232	10.0%	21	27	26
Havering	279	204	-26.9%	-75	8	9
Hillingdon	465	377	-18.9%	-88	13	7
Hounslow	573	383	-33.2%	-190	3	1
Islington	418	366	-12.4%	-52	18	12
Kensington & Chelsea	189	221	16.9%	32	31	29
Kingston upon Thames	211	175	-17.1%	-36	15	16
Lambeth	315	317	0.6%	2	23	23
Lewisham	463	515	11.2%	52	29	31
Merton	239	188	-21.3%	-51	11	13
Newham	406	244	-39.9%	-162	1	2
Redbridge	194	174	-10.3%	-20	19	20
Richmond upon Thames	150	121	-19.3%	-29	12	18
Southwark	463	323	-30.2%	-140	5	5
Sutton	213	163	-23.5%	-50	10	14
Tower Hamlets	601	632	5.2%	31	26	28
Waltham Forest	383	273	-28.7%	-110	6	6
Wandsworth	262	217	-17.2%	-45	14	15
Westminster	521	525	0.8%	4	24	24
<b>Grand Total</b>	<b>11322</b>	<b>9976</b>	<b>-11.9%</b>	<b>-1346</b>		

## Sanction Detection Rate

Apr-Mar 05-06 SD Number	Apr-Mar 06-07 SD Number	Apr-Mar 05-06 SD Rate	Apr-Mar 06-07 SD Rate	% Point Change	MPS Rank
79	129	17.4%	33.4%	16.1%	21
65	92	14.3%	29.6%	15.3%	26
65	99	17.0%	28.0%	11.0%	29
95	85	30.9%	37.9%	7.0%	13
50	96	16.9%	29.4%	12.6%	27
130	160	34.5%	34.4%	-0.1%	19
78	93	18.6%	35.1%	16.5%	17
74	104	18.7%	25.9%	7.2%	31
61	70	22.8%	27.8%	4.9%	30
78	154	14.7%	29.7%	14.9%	25
96	176	29.4%	48.5%	19.0%	6
82	76	31.1%	33.0%	2.0%	22
53	82	21.0%	44.3%	23.3%	7
46	100	21.8%	43.1%	21.3%	8
73	127	26.2%	62.3%	36.1%	1
83	128	17.8%	34.0%	16.1%	20
156	148	27.2%	38.6%	11.4%	12
111	156	26.6%	42.6%	16.1%	9
49	81	25.9%	36.7%	10.7%	15
57	71	27.0%	40.6%	13.6%	10
117	155	37.1%	48.9%	11.8%	5
103	195	22.2%	37.9%	15.6%	14
63	60	26.4%	31.9%	5.6%	23
90	84	22.2%	34.4%	12.3%	18
39	50	20.1%	28.7%	8.6%	28
50	60	33.3%	49.6%	16.3%	4
105	129	22.7%	39.9%	17.3%	11
58	98	27.2%	60.1%	32.9%	2
155	193	25.8%	30.5%	4.7%	24
63	69	16.4%	25.3%	8.8%	32
50	77	19.1%	35.5%	16.4%	16
178	266	34.2%	50.7%	16.5%	3
<b>2661</b>	<b>3677</b>	<b>23.5%</b>	<b>36.9%</b>	<b>13.4%</b>	

## Faith Hate Crime Data

Borough	Apr-Mar 05-06	Apr-Mar 06-07	% Change	Number change	MPS Rank % Change	MPS Rank Number Change
Barking & Dagenham	19	23	21.1%	4	26	28
Barnet	110	71	-35.5%	-39	15	2
Bexley	19	6	-68.4%	-13	2	5
Brent	23	25	8.7%	2	25	25
Bromley	13	7	-46.2%	-6	7	17
Camden	203	72	-64.5%	-131	4	1
Croydon	16	14	-12.5%	-2	20	23
Ealing	35	32	-8.6%	-3	22	20
Enfield	20	12	-40.0%	-8	11	11
Greenwich	18	11	-38.9%	-7	13	14
Hackney	42	32	-23.8%	-10	17	9
Hammersmith & Fulham	20	11	-45.0%	-9	8	10
Haringey	32	25	-21.9%	-7	18	14
Harrow	20	27	35.0%	7	28	31
Havering	11	7	-36.4%	-4	14	19
Hillingdon	14	20	42.9%	6	29	29
Hounslow	19	11	-42.1%	-8	10	11
Islington	35	21	-40.0%	-14	11	4
Kensington & Chelsea	30	17	-43.3%	-13	9	5
Kingston Upon Thames	7	10	42.9%	3	29	26
Lambeth	9	16	77.8%	7	31	31
Lewisham	20	21	5.0%	1	24	24
Merton	18	6	-66.7%	-12	3	8
Newham	23	29	26.1%	6	27	29
Redbridge	34	29	-14.7%	-5	19	18
Richmond Upon Thames	3	6	100.0%	3	32	26
Southwark	24	21	-12.5%	-3	20	20
Sutton	10	2	-80.0%	-8	1	11
Tower Hamlets	43	40	-7.0%	-3	23	20
Waltham Forest	28	15	-46.4%	-13	6	5
Wandsworth	14	7	-50.0%	-7	5	14
Westminster	72	48	-33.3%	-24	16	3
<b>Grand Total</b>	<b>1005</b>	<b>696</b>	<b>-30.7%</b>	<b>-309</b>		

## Sanction Detection Rate

Apr-Mar 05-06	Apr-Mar 06-07	Apr-Mar 05-06	Apr-Mar 06-07	% Point Change	MPS Rank
1	0	5.3%	0.0%	-5.3%	31
2	10	1.8%	14.1%	12.3%	26
1	1	5.3%	16.7%	11.4%	21
9	5	39.1%	20.0%	-19.1%	14
1	2	7.7%	28.6%	20.9%	8
7	12	3.4%	16.7%	13.2%	21
2	2	12.5%	14.3%	1.8%	24
9	1	25.7%	3.1%	-22.6%	30
2	3	10.0%	25.0%	15.0%	10
3	0	16.7%	0.0%	-16.7%	31
2	14	4.8%	43.8%	39.0%	5
2	2	10.0%	18.2%	8.2%	19
6	5	18.8%	20.0%	1.3%	14
4	7	20.0%	25.9%	5.9%	9
0	1	0.0%	14.3%	14.3%	24
2	4	14.3%	20.0%	5.7%	14
7	2	36.8%	18.2%	-18.7%	19
10	5	28.6%	23.8%	-4.8%	12
9	6	30.0%	35.3%	5.3%	6
1	3	14.3%	30.0%	15.7%	7
2	1	22.2%	6.3%	-16.0%	28
7	11	35.0%	52.4%	17.4%	2
2	1	11.1%	16.7%	5.6%	21
2	1	8.7%	3.4%	-5.2%	29
4	2	11.8%	6.9%	-4.9%	27
0	3	0.0%	50.0%	50.0%	3
2	4	8.3%	19.0%	10.7%	18
1	1	10.0%	50.0%	40.0%	3
8	10	18.6%	25.0%	6.4%	10
2	3	7.1%	20.0%	12.9%	14
0	4	0.0%	57.1%	57.1%	1
16	10	22.2%	20.8%	-1.4%	13
<b>127</b>	<b>136</b>	<b>12.6%</b>	<b>19.5%</b>	<b>6.9%</b>	

## Homophobic Crime Data

Borough	Apr-Mar 05-06	Apr-Mar 06-07	% Change	Number change	MPS Rank % Change	MPS Rank Number Change
Barking & Dagenham	12	16	33.3%	4	27	25
Barnet	22	8	-63.6%	-14	2	9
Bexley	20	15	-25.0%	-5	14	15
Brent	18	13	-27.8%	-5	12	15
Bromley	29	37	27.6%	8	25	28
Camden	92	66	-28.3%	-26	11	1
Croydon	23	20	-13.0%	-3	18	18
Ealing	37	26	-29.7%	-11	10	12
Enfield	34	14	-58.8%	-20	4	6
Greenwich	62	40	-35.5%	-22	8	4
Hackney	81	68	-16.0%	-13	17	10
Hammersmith & Fulham	30	22	-26.7%	-8	13	13
Haringey	45	46	2.2%	1	21	21
Harrow	13	10	-23.1%	-3	15	18
Havering	12	15	25.0%	3	24	24
Hillingdon	26	7	-73.1%	-19	1	7
Hounslow	40	19	-52.5%	-21	5	5
Islington	109	96	-11.9%	-13	19	10
Kensington & Chelsea	26	47	80.8%	21	32	29
Kingston upon Thames	16	21	31.3%	5	26	26
Lambeth	102	84	-17.6%	-18	16	8
Lewisham	46	73	58.7%	27	30	30
Merton	10	11	10.0%	1	23	21
Newham	49	47	-4.1%	-2	20	20
Redbridge	13	7	-46.2%	-6	7	14
Richmond upon Thames	15	10	-33.3%	-5	9	15
Southwark	75	82	9.3%	7	22	27
Sutton	3	4	33.3%	1	27	21
Tower Hamlets	63	102	61.9%	39	31	32
Waltham Forest	47	24	-48.9%	-23	6	3
Wandsworth	39	15	-61.5%	-24	3	2
Westminster	84	118	40.5%	34	29	31
Grand Total	1294	1184	-8.5%	-110		

## Sanction Detection Rate

Apr-Mar 05-06	Apr-Mar 06-07	Apr-Mar 05-06	Apr-Mar 06-07	% Point Change	MPS Rank - FYTD
1	10	8.3%	62.5%	54.2%	3
6	3	27.3%	37.5%	10.2%	16
6	8	30.0%	53.3%	23.3%	6
4	8	22.2%	61.5%	39.3%	4
5	5	17.2%	13.5%	-3.7%	31
33	16	35.9%	24.2%	-11.6%	28
5	8	21.7%	40.0%	18.3%	15
5	8	13.5%	30.8%	17.3%	22
10	6	29.4%	42.9%	13.4%	12
8	8	12.9%	20.0%	7.1%	29
26	21	32.1%	30.9%	-1.2%	21
1	3	3.3%	13.6%	10.3%	30
14	13	31.1%	28.3%	-2.9%	25
3	8	23.1%	80.0%	56.9%	1
2	8	16.7%	53.3%	36.7%	6
7	2	26.9%	28.6%	1.6%	24
13	9	32.5%	47.4%	14.9%	10
17	41	15.6%	42.7%	27.1%	13
1	13	3.8%	27.7%	23.8%	26
2	7	12.5%	33.3%	20.8%	20
29	34	28.4%	40.5%	12.0%	14
12	26	26.1%	35.6%	9.5%	17
1	6	10.0%	54.5%	44.5%	5
9	22	18.4%	46.8%	28.4%	11
3	5	23.1%	71.4%	48.4%	2
4	5	26.7%	50.0%	23.3%	8
16	29	21.3%	35.4%	14.0%	18
4	2	133.3%	50.0%	-83.3%	8
10	27	15.9%	26.5%	10.6%	27
9	7	19.1%	29.2%	10.0%	23
4	2	10.3%	13.3%	3.1%	32
10	40	11.9%	33.9%	22.0%	19
280	410	21.6%	34.6%	13.0%	

## London Race Hate Crime Forum member organisation contact details

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## GLOSSARY OF TERMS

<b>ABC</b>	Acceptable Behaviour Contract
<b>ACPO</b>	Association Chief Police Officers
<b>AGIS</b>	Attorney General's Information Service
<b>ASBAT</b>	Antisocial Behaviour Action Team
<b>ASBO</b>	Anti-Social Behaviour Order
<b>BCJG</b>	Borough Criminal Justice Group
<b>BDBJ</b>	Board of Deputies of British Jews
<b>BLF</b>	Black Londoners Forum
<b>BME</b>	Black and Minority Ethnic
<b>BMECCB</b>	Black and Minority Ethnic Cracking Crime Board
<b>BNP</b>	British National Party
<b>BOCU</b>	Borough Operational Command Unit
<b>BVPI</b>	Best Value Performance Indicator
<b>BVPP</b>	Best Value Performance Plan
<b>CDRP</b>	Crime Disorder Reduction Partnership
<b>CEHR</b>	Commission for Equality and Human Rights
<b>CPS</b>	Crown Prosecution Service
<b>CRIS</b>	Crime Report Information System
<b>CRE</b>	Commission for Racial Equality (soon to be CEHR)
<b>CSU</b>	Community Safety Unit
<b>DfES</b>	Department for Education and Skills (Department for Children, Schools and Families)
<b>DVD</b>	Digital Video Disk
<b>EIA</b>	Equality Impact Assessment
<b>ESLG</b>	Equality Standards for Local Government
<b>EU</b>	European Union
<b>FAIR</b>	Forum Against Islamophobia and Racism
<b>FCO</b>	Foreign and Commonwealth Office
<b>GLA</b>	Greater London Authority
<b>GLMCA</b>	Greater London Magistrates' Courts Authority
<b>GOL</b>	Government Office for London
<b>HCCG</b>	Hate Crime Coordinators Group
<b>HMCS</b>	Her Majesty's Court Service
<b>IAG</b>	Independent Advisory Group
<b>IC</b>	Identity Codes
<b>LC</b>	London Councils (formerly Association of London Government)
<b>LCJB</b>	London Criminal Justice Board
<b>LCJS</b>	London Criminal Justice Service
<b>LEOP</b>	Law Enforcement Officers Programme
<b>LGBT</b>	Lesbian, Gay, Bisexual and Transgender
<b>LPS</b>	London Probation Service
<b>LRHCF</b>	London-wide Race Hate Crime Forum
<b>LSCB</b>	Local Safeguarding Schools Children's Partnership Board
<b>MP</b>	Member of Parliament
<b>MPA</b>	Metropolitan Police Authority
<b>MPS</b>	Metropolitan Police Service
<b>NACRO</b>	National Association for Care & Resettlement of Offenders

<b>NAPO</b>	National Association Probation Officers
<b>NGO</b>	Non Government Organisation
<b>OCJR</b>	Office of Criminal Justice Reform
<b>OSCE</b>	Organisation for Security and Cooperation in Europe
<b>PFA</b>	Professional Footballers Association
<b>REC</b>	Race Equality Council
<b>REIN</b>	Race Equality in Newham
<b>RHCE</b>	Reducing Hate Crime in Europe
<b>RIG</b>	Racist Incident Group
<b>ROTA</b>	Race On The Agenda
<b>RSL</b>	Registered Social Landlord
<b>SLA</b>	Service Level Agreement
<b>SOP's</b>	Standard Operating Procedures
<b>TFF</b>	Three Faiths Forum
<b>USA</b>	United States of America
<b>VSL</b>	Victim Support London
<b>YJB</b>	Youth Justice Board
<b>YOT</b>	Youth Offending Team