London Race Hate Crime Forum

Annual Report 2007-2008

CONTENTS

ACKNOWLEDGEMENTS

The Metropolitan Police Authority (MPA) would like to express its gratitude to the members of the London Race Hate Crime Forum (RHCF) for their continued support throughout 2007-2008. Forum meetings have continued on a monthly basis and we recognise the considerable time and work demands placed on members. We remain grateful for the commitment and energy that has been demonstrated throughout our fourth year.

Our thanks are extended to boroughs involved in presentations over the year. Borough presentations have been 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 in person but also those who worked tirelessly behind the scenes in the construction of the presentations.

In addition, we thank:

Local Authority Hate Crime Coordinators for their continued support of the Hate Crime Coordinators Group (HCCG)[1], as well as those Metropolitan Police Service (MPS) officers within Community Safety Units (CSUs) who have attended and recognised the value of the HCCG information exchange.

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

The MPA Equality and Diversity Unit for their continued support.

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

Finally, special thanks to Tim Ivil who joined us for a short time during the last few months of our reporting year.

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[1] See appendix 5 for terms of reference of the HCCG.

FOREWORD

Peter Herbert,
Chair of London Race Hate Crime Forum

This report concludes our initial scrutiny of all 32 London boroughs. It has been a long and intensive four-year period of investigating the borough-by-borough response to race, faith and latterly homophobic hate crime.

There have been many positive changes to the Metropolitan Police Service and local authority responses to hate crimes and much progress has been made.

There is a positive desire to engage with all communities to ensure they are part of the landscape in establishing appropriate and effective solutions to a problem that affects all Londoners to a greater or lesser extent.

We know that those that perpetrate hate crimes may well be involved in other types of crime, which ultimately will have a negative impact on the wider community. We must continue to highlight to those who think they can continue with this behaviour that it cannot and will not be tolerated.

Sadly, for those communities that do not yet feel empowered to speak out, it may well continue. There is a need therefore, to not only continue improving our response to hate crime but also to improve the confidence of those vulnerable communities to speak out, and for them to be supported when they do, if we are truly to make a difference to the lives of both residents and visitors of our capital City. This will be all the more important as we move even closer to the 2012 Olympic and Paralympic Games.

It has been a delight to be a part of this process over the last four years and with the RHCF about to become an inclusive Hate Crime Forum (HCF), I very much hope the level of scrutiny and support, to the MPS and local authorities, is maintained.

There is still much work to do and I hope the trail blazing, good practice firmly established by the RHCF will continue well into the future.

SUMMARY OF REPORT

The RHCF[2] has concluded its initial scrutiny of all London borough partnerships[3] and as such, this Annual Report provides feedback on the work of the RHCF over the year.

This report summarises the work undertaken; information gathered from each of the remaining borough partnerships and identifies issues of concern, good practice initiatives and areas for improvement.

There are many similarities in the experience of borough partnerships in terms of Third Party Reporting[4]. Namely that Third Party Reporting does not appear to be working effectively and current systems do not appear to be cost effective.

Following feedback from borough areas, the report shares discussions that took place with Stop Hate UK (SHUK), who provide a 24hr dedicated reporting line to victims and witnesses of hate crime. Having worked previously with the Home Office Racist Incident Group, SHUK expressed an interest in delivering a London wide 24hr reporting service, which boroughs may wish to consider as an alternative or in addition to existing Third Party reporting processes.

The RHCF has been interested in exploring the impact of sanction detections on community confidence to report hate crime, particularly in the use of cautions which impact on police crime 'clear up rates'[5]. As such the RHCF examined data over the past 4 years and found that whilst there had been increases in charging perpetrators of hate crime, there had been a steady increase in the use of cautions during the period 2004 - 2008. The RHCF will look to investigate further to consider what impact if any this may have on community confidence and expectations in terms of outcomes when crimes are reported.

Finally, the report looks to future changes to the work of the RHCF. Following the good practice mechanism of the scrutiny process, the RHCF is to expand its remit to consider hate crime across all diversity strands and will include: race, faith/religion, disability, sexual orientation, age and gender (but not domestic violence). It is hoped the learning from the past four years will provide a solid platform from which to move the agenda forward.

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[2] The London RHCF is a multi-agency body consisting of statutory and voluntary organisations brought together to discuss London's response to race hate crime. It 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.

[3] Local Police and Local Councils.

[4] 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. It can also encourage the reporting of hate crime by providing support for the victim through a partnership of relevant specialist agencies, and can done without revealing the victim's personal details.

[5] A detected crime dealt with by the Courts or by a caution.

The RHCF will in due course be re-launched as the Metropolitan Police Authority Hate Crime Forum (HCF).

INTRODUCTION

London is one of the most diverse cities in the world, with over 300 languages spoken and many nationalities and communities represented across the capital. Along with its ethnic and cultural diversity, London's welcome extends to individuals independent of background, abilities, disabilities, faiths, beliefs or sexuality.
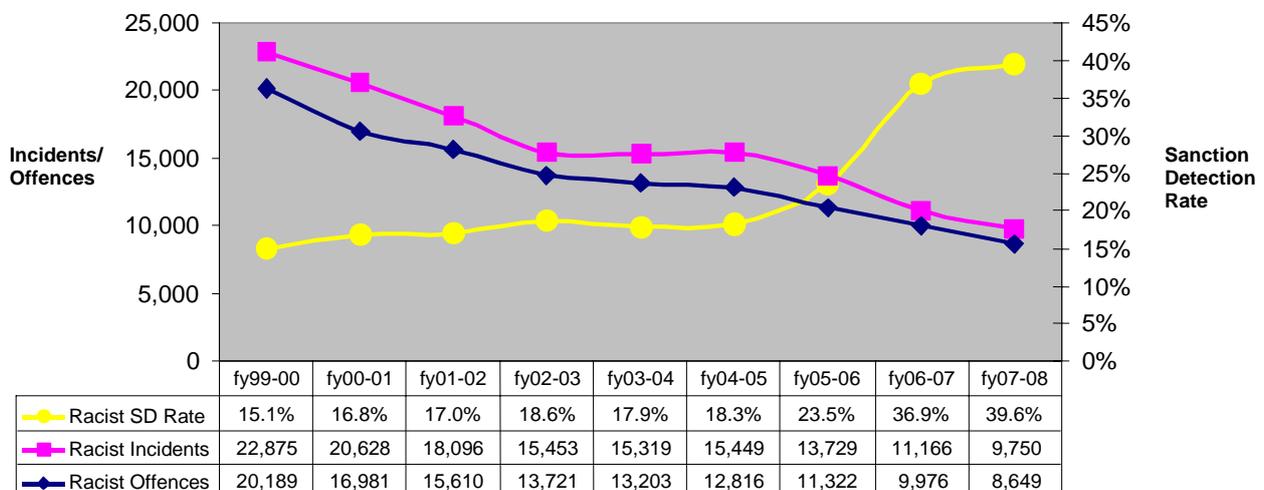
Through 2007-08 the London Race Hate Crime Forum and its stakeholders including; the Police, Voluntary services, Local Authorities and many others, have taken strides to making London safer by tackling the incidences where individuals have been targeted for harassment or crime because of their race or faith.

Despite continued focus on reporting issues, most stakeholders agree that London has experienced a marked reduction in Race Hate crime over the last year, contrasting with an increase in hate crime nationally. See graph 1 below[6]. Yet there is clearly more to do. Hate crime incidences are still not as rare as we would want and each incident has an impact on individuals and communities, massively disproportionate to a similar offence where there is no Hate element involved.

The expansion of the RHCF into a Hate Crime Forum, moving into 2009, which will include Disability, Homophobic offences and a focus on age, will ensure London becomes an increasingly safer place for all.

Graph 1

Racist Incidents/Offences and Sanction Detetion Rates since FY 99/00

	fy99-00	fy00-01	fy01-02	fy02-03	fy03-04	fy04-05	fy05-06	fy06-07	fy07-08
Racist SD Rate	15.1%	16.8%	17.0%	18.6%	17.9%	18.3%	23.5%	36.9%	39.6%
Racist Incidents	22,875	20,628	18,096	15,453	15,319	15,449	13,729	11,166	9,750
Racist Offences	20,189	16,981	15,610	13,721	13,203	12,816	11,322	9,976	8,649

[6] The graph shows the downward trend in reported racist incidents and offences, with the increased trend in sanction detections across London.

PURPOSE OF THE LONDON RACE HATE CRIME FORUM

The importance of policing hate crime

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. Whilst many of these organisations had been working hard, sometimes separately, the Stephen Lawrence Inquiry Report recommended developing a multi-agency response to race hate crimes.

London responded with a capital-wide RHCF, to build upon the many local responses and the priority that race hate crimes are increasingly given by individual agencies.

MEMBERSHIP OF THE LONDON RACE HATE CRIME FORUM

The success of the RHCF is dependant on its membership from both statutory and voluntary agencies, working in close partnership and bringing a full range of responsibilities, knowledge and skills to meet the challenges of hate crime. The RHCF membership 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 the 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 Equality and Human Rights
- Forum Against Islamophobia and Racism
- Hindu Forum
- National Association for Care and Resettlement of Offenders
- Race on the Agenda
- Refugee Council
- Searchlight
- The Monitoring Group
- Three Faiths Forum
- Victim Support London

This Annual Report is submitted to give feedback on the work of the Forum, during 2007-08, in addressing recommendations 15 – 17 of the Stephen Lawrence Inquiry Report.

The recommendations state:

Recommendation 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.

Recommendation 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.

Recommendation 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 Race Hate Crime 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.

POLICY DRIVERS

Over the last twelve 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[7] 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 may seem.

The MPA objectives for 2007/2008 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 continues to make a significant contribution to the work of the MPS and local authority partnerships in addressing hate crime. The Forum scrutinises partnership activity to support 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. It is a voluntary Best Value Performance Indicator[8] (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 government departments, such as the Metropolitan Police Service's Targeted Policing Initiatives[9], or the Department of Education in the form of compulsory 'citizenship' education programmes[10] in secondary schools. A common thread between all of the groups is the desire to tackle the underlying problems that are seen, as causal factors of hate crime, as a preventative long-term measure.

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[7] The Race on the Agenda, Restoring relationships: Addressing hate crime through Restorative Justice Report, June 2007, provides a useful synopsis of hate crime legislation. www.rota.org.uk/downloads/Final%20RRP%20report%20ROTA.pdf

[8] Best Value Performance Indicators (BVPIs) are gathered and submitted by the Government as part of a national set of performance measures for the range of local government services.

[9] The Home Office's Targeted Policing Initiative, part of their Crime Reduction Programme, invites police services to submit innovative projects to combat specific crimes.

[10] It includes programmes of study on human rights, ethnic diversity, and conflict resolution.

The Commission for Integration and Cohesion (CIC)[11] set up in 2006 also seeks to tackle the underlying causes of hate crime. The CIC Commission's final report[12], published on 14 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 leaderships can push further against perceived barriers to cohesion and integration. It also empowers local communities to tackle extremist ideologies and develop approaches that build local area's own capacity to prevent problems. The report makes reference to economic deprivation, miscommunication, and cynicism about national and local politics, misinformation and misunderstanding as contributing to community tensions

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 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.

RACE HATE CRIME FORUM RECOMMENDED WAYS OF WORKING FOR GOOD PRACTICE

The Forum continues to reflect through its work programme the learning from its interventions with victims of hate crime, meetings with borough partnerships[13], meetings with the Hate Crime Coordinators Group (HCCG) and discussions with local Race Equality Councils (RECs).

The following aspirational good practice recommendations for working partnerships have remained constant during the RHCF scrutiny process.

Partnership working

1. All Crime and Disorder Reduction Partnerships (CDRPs) should ensure that hate crime remains a priority area of local agendas.

2. Effective methods should be established to ensure that good practice projects/programmes are maintained.

3. Communication strategies between agencies should ensure information, where appropriate, is easily accessible and understood in terms of data sharing.

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[11] See Appendix 2 for the CIC definition of integration and cohesion.
[12] www.integrationandcohesion.org.uk/
[13] Borough partnerships refer to the primary relationship between local council and the local Metropolitan Police Service. Partnerships can also include other statutory and voluntary organisation.

4. Dedicated hate crime officers/coordinators should be in place within all local authorities to provide a link between the community and local strategy.

5. Community Safety Unit (CSU) within the local police, should appoint and have in place, hate crime officers, 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, victim support structures and vulnerable communities.

6. Regular update meetings should take place between the local authority and police hate crime lead officers.

7. The dialogue with local Race Equality Councils (REC), Victim Support and other agencies that support and advocate on behalf of victims of hate crime, should have clear protocols.

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. Housing providers should be held accountable for dealing with issues of harassment and hate crime experienced by residents.

10. A review panel should be responsible for ensuring housing providers comply with their own policy in dealing with hate crime and harassment.

Data Collection

1. MPS data collected should comply with self-defined ethnic monitoring[14] categories rather than Identity Codes (IC)[15].
2. Data should be collected across all agencies to ensure greater accuracy of levels and indicators of both racial harassment and hate crimes.

3. Community tension monitoring should include crime incidents and activities which evidence hate crimes.
4. Correct flagging of information from the MPS relating to a combination of race/faith and homophobia needs to be improved.

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[14] 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.
[15] Previously IC CODES referred to: – IC1 White European, IC2 Dark European, IC3 African Caribbean, IC4 Asian, IC5 Oriental, IC6 Arabic.

5. Information systems must be able to read across to ensure consistency of data.

Information sharing

1. Establish effective protocols for the handling of reports and implementation of action.

2. Improvements should be made to protocols for supporting victims and victim support agencies.

3. Partnerships should ensure, when conducting satisfaction surveys that information is obtained from communities that are considered as 'hard to reach'.

4. All agencies should maintain effective records of reports, action implemented, results and processes for feedback.

5. Successes and good practice initiatives should be shared with the wider community and other boroughs, as a means of positive community engagement.

Third Party Reporting

1. Local reviews should be conducted with regard to the effectiveness of Third Party Reporting.

2. All staff involved with Third Party reporting should receive appropriate training to support victims and witnesses of hate crimes.
3. A dedicated coordinator should be appointed to establish a Third Party Reporting network to improve the effectiveness of reporting across partnership agencies.

4. Each agency involved should have a designated senior level representative that attends the network panel and is responsible for their agency taking action where required.

5. Community organisations should be engaged and involved whenever possible.

6. Consideration should be given to the use of pilot schemes to monitor changes in reporting levels.

7. Targeted events should be held to promote the Third Party Reporting network and raise its profile and strategies should be in place to advertise and publicise the network whenever possible.

8. A range of reporting options should be established within boroughs. Assisted reporting[16] should be established as an effective reporting option.

9. Continual financial support is required to support, implement and maintain the network.

FORUM WORK DURING THE YEAR

The RHCF commenced its scrutiny of London boroughs in May 2004. Since then it has held meetings with borough partnerships to explore and examine their response and strategies to dealing with hate crime.

Presentations to the RHCF

The process by which borough partnerships are requested to make presentations to the Forum is detailed at appendix 2.

During 2007-2008, the RHCF heard presentations from the last remaining boroughs, which concludes the initial base line scrutiny of all 32 London boroughs.

The final seven that presented to the RHCF were the London boroughs of:

Kingston	29 May 2007
Hammersmith & Fulham	31 July 2007
Harrow	31 July 2007
Hillingdon	25 September 2007
Redbridge	25 September 2007
Kensington & Chelsea	27 November 2007
Sutton	27 November 2007

The RHCF is aware that developments, since borough presentations, may well have taken place. This report covers the work being done at the time of boroughs presenting. Future work will include returning to boroughs to examine progress.

A summary of information collected from borough presentations is reported at Appendix 1. A brief summary of Third Party Reporting schemes and borough feedback from follow up letters (post presentation) and desk research is outlined at appendix 3.

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[16] Assisted reporting is a process by which trained personnel are on hand to take reports of hate crime, on the spot, and are able to inform victims of support mechanisms in place.

HATE CRIME COORDINATORS GROUP (HCCG)

The HCCG is a sub-group of the RHCF and has continued to meet during the past year.

The HCCG continues to be recognised as a good practice mechanism, enabling borough Hate Crime Coordinators to share local issues and seek support from counterparts and others across London.

Discussions have included local borough issues, partnership work and Third Party reporting. Hate Crime Coordinators have requested support and advice in developing strategies, issues emerging from changing population, hate crime data, National Indicators and emerging legislation. This includes the **Racial and Religious Hatred Act 2006**[17], which came into force on 1st October 2007.

The HCCG received presentations on hate crime performance from the MPS Violent Crime Directorate and presentations from Stop Hate Crime UK (SHUK)[18].

THIRD PARTY REPORTING

In response to the presentation by Stop Hate UK to the Hate Crime Co-ordinators on 11 February 2008, research was conducted to explore the contribution that Stop Hate UK could make to the improvement of Third Party reporting of hate crime in London.

It was essential to explore what London boroughs already had in place before making further comment on the success of schemes currently available.

The current London position

Over the past four years, local boroughs and the MPS have reported (to the RHCF) year on year that Third Party reporting has not been effective. Under reporting of hate crime across all London boroughs has been a consistent theme of discussion at borough presentation meetings and HCCG meetings.

Recommendation 16 of the 1999 Stephen Lawrence Inquiry report[19] made several recommendations as to how improvements could be made in the reporting of race hate crime and concluded that:

> "*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:*

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[17] www.opsi.gov.uk/acts/acts2006/ukpga_20060001_en_1

[18] Stop Hate UK is a unique charity, raising awareness of all types of hate crime and supporting the individuals and communities that are affected by it. They are based in Leeds and work with members of the local community there, and also support people anywhere in the UK who experience hate crime through a 24-hour helpline, the Stop Hate Line. www.stophateuk.org

[19] See http://www.archive.official-documents.co.uk/document/cm42/4262/4262.htm for the report.

> *- the ability to report at locations other than police stations; and*
> *- the ability to report 24 hours a day*."

As a result all London boroughs had been encouraged to develop a network of third party reporting sites - places at which hate crimes can be reported other than at police stations.

There are many reasons why individuals may not wish to report a hate crime to the police, which necessitates the need for third party reporting sites and can include:

- general mistrust of police and authorities
- a feeling that nothing can or will be done
- an inability to communicate with police due to language barriers and
- the desire to preserve anonymity for fear of reprisals.

The idea behind Third Party Reporting sites was launched from the concept that victims or witnesses of hate crime may be far more willing, and perhaps more likely, to report incidents to Sports Clubs, Youth Clubs, General Practitioners (GPs), RECs or places of worship, rather than a police station. Therefore these networks play an important part in the reporting and monitoring of hate crime.

Discussions and feedback from community groups, HCCG, Race Equality Councils and Victim Support agencies have also indicated that victims of hate crimes would also prefer to speak directly to an individual with the appropriate skills, experience and knowledge to support them during their time of need. This has been well documented in the report by Victim Support released in 2006[20] and would provide reassurance to victims and witnesses that their concerns will be dealt with more effectively.

Advantages of Third Party Reporting networks include:

- encouraging victims and witnesses to report crimes indirectly to the police, where they may have had negative previous experiences, escaping persecution from their country of origin or perhaps be concerned about their immigration status
- the victim does not need to be known to the police
- increased cooperation between statutory, voluntary and community organisations
- coordinated response of action against perpetrator and support of victims
- greater accuracy as to the extent of hate crime across a given area, enabling police and other organisations to respond more effectively through intelligence-led pro-active targeting,
- the increase in community confidence from a coordinated borough response.

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[20] Crime and prejudice - the support needs of victims of hate crime: a research report, *Victim Support* 2006

RHCF research on Third Party Reporting

Having completed the RHCF initial scrutiny of all London, it has been apparent that most boroughs have struggled to implement effective Third Party reporting schemes, and indeed, many boroughs had openly acknowledged serious difficulties with current Third Party Reporting schemes on their borough. This also reflects feedback from many voluntary agencies that have attended RHCF meetings as part of the community participation at RHCF meetings.

It is clear from borough presentations received during this year that many existing Third Party Reporting schemes remain ineffective.

The research conducted on Third Party Reporting by the RHCF, including information compiled from presentations and follow up letters, indicating both highlights and lowlights are summarised at Appendix 3.

PROPOSAL FROM STOP HATE UK

The initial contact with SHUK emerged from a presentation made to the Home Office Racist Incident Group, (RIG) in advance of its launch in West Yorkshire in 2006. The RHCF Project Manager represents the RHCF on the RIG.

Following the interest generated from the SHUK presentation, RHCF staff worked closely with SHUK to devise a proposal for a 24hr hate crime reporting line across all 32 London boroughs.

The service was estimated to cost in the region of £200,000 if all London boroughs were to contract the service. Unit costs to each borough would be just over £6,000 if all boroughs were to buy into the service. A significant saving on cost currently being met by many borough areas.

SHUK would provide a single point of contact for all victims of hate crimes with experienced telephone operators able to provide instant advice and support and be able to give advice on immediate personal safety issues, where appropriate. There would be cost savings and consistent support and advice in the long-term.

The RHCF will continue to work with SHUK and support boroughs that may express an interest in the scheme.

Further discussions have taken place with Stop Hate UK and the borough of Barking & Dagenham. The borough has now signed up to the service.

The SHUK and Barking & Dagenham Partnership Scheme was launched on the 9th May 2008 and the borough reports that its reporting target has since been achieved. Marketing and advertising has been essential to its success.

Other London boroughs have been encouraged by this success and the boroughs of Havering and Harrow have expressed an interest and are giving consideration to Stop Hate UK.

OTHER WORK AREAS

Monitoring Hate Crime Disposals

The RHCF has commissioned work, with colleagues from the MPA Planning and Performance Unit, to explore the rise in MPS performance targets in relation to hate crime, emerging from discussions with the RHCF membership and community feedback of reported under reporting.

The Home Office has year on year, set increasing targets for both the MPS and the Crown Prosecution Service (CPS) response to crime and disorder. The nature of Public Service Agreement 1 (PSA[21]) means there are particular expectations of partnership performance and targets to support a 15% reduction in the crime rate. The MPS has set increasing targets to improve local performance against sanction detection rates[22], whilst the CPS target to reduce unsuccessful outcomes for hate crime, was set at 28% for 2007-2008. CPS narrowly failed to meet the target achieving 1.1% over the period.

The purpose of the research commissioned by the RHCF was primarily to explore the increase in sanction detection disposals and establish if the use of cautioning contributed in enabling the MPS to meet its targets. The research examined data from 2004 – 2008 to correspond with the scrutiny and activities of RHCF over the same period, to enable direct comparisons to be drawn.

The Planning and Performance Unit conducted an analysis of the MPS use of cautions compared against CPS charging data across all boroughs. The result revealed the number of recorded racist offences had decreased at an annual rate of 12% over the past 4 years. In contrast the sanction detection rate had increased steadily from 18.3% in 2004-05 to 39.6% in 2007-08.

When looking in detail at sanction detections for racist offences it shows the proportion of offences where an offender was 'charged' had decreased by approximately 10 percentage points from 89.3% to 79.2% in the last 4 years and the proportion of offences where an offender was 'cautioned' had increased by 9 percentage points from 10.5% to 19.4%[23].

The increased use of cautioning by the MPS may be adding to the belief from the wider community that nothing is seen to be done to deal effectively with perpetrators. Whilst the victim's needs should be taken into consideration as

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[21] PSA1 (to reduce crime by 15%, and more in high crime areas, by 2007/08). PSA2 (to reassure the public, reducing the fear of crime and anti-social behaviour, and building confidence in the Criminal Justice System (CJS) without compromising fairness). PSA3 (to bring 1.25 million offences to justice in 2007/08).
http://www.crimereduction.homeoffice.gov.uk/partnerships62guide.doc
[22] Sanction Detections are those offences, which result in an offender being either charged or summonsed. MPS local targets are set in accordance with borough performance from the previous year. This takes into account the differing demographics of the local borough.

[23] Hate crime performance and sanction detection vs. MPS cautioning, across all boroughs, can be found at the end of this report. The charts indicate borough performance against targets and identify boroughs achieving or failing to achieve targets.

part of the process resulting from any investigation and where there is a lack of sufficient evidence to charge the alleged perpetrator, the use of a caution may not be fully understood from a victim perspective and therefore appears as if nothing has been done. This may also impact and explain levels of under reporting linked to community expectations of what they consider or believe should happen to perpetrators, which is in conflict with the reality of the criminal investigation process.

This places the MPS in a dilemma where the first priority is to obtain the best possible outcome for the victim and be seen by the wider community to be demonstrating an effective response to hate crime, whilst on the other is the fact that victims and witnesses often may not wish to come forward to act as witnesses to a reported hate crime, particularly for fear of reprisal. The MPS use of a caution, where it is used, may not then satisfy the expectations of the victim.

The use of cautioning consequently may not be fully understood by the wider community and there is a need therefore to improve communication and understanding as part of the community engagement process.

This 'challenge to the perception gap' has already been noted in the Home Secretary's' published Policing Green Paper of 17 July 2008[24], where it acknowledges 'that the public remain unconvinced that crime has gone down and are understandably alarmed by the few, but high profile, incidences of serious crime and the wider problems. If crime falls but people do not have the confidence that this is happening in their neighbourhood, their quality of life is affected and the benefits of reduced crime are not realised.'

The Green Paper goes on to say, 'Working together in partnership is increasingly pertinent as we know that many of the local priorities identified for neighbourhood policing teams by local communities and through Local Area Agreements (LAAs) are not [all] policing issues and require a partnership approach – most notably with local authorities but also schools, health and criminal justice agencies – if they are to be tackled effectively. This is something that Sir Ronnie Flanagan…made clear in his **Review of Policing: Interim Report**[25] when he said that neighbourhood policing will only be successful if integrated with wider neighbourhood management. Louise Casey's **Engaging Communities in Fighting Crime**[26] Review strongly endorses this recommendation, as the police and local government need to coordinate to tackle crime and create safe, strong communities. They also emphasise that in order to deal with the range of problems and offer solutions this integration must:

> "[bring] together local policing with the broad range of local services –
> provided by local councils, housing associations and others, that

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[24] 'From the neighbourhood to the national: policing our communities together', 17th July 2008.
[25] http://police.homeoffice.gov.uk/publications/police-reform/Review_of_policing_final_report/flanagan-final-report
[26] http://www.crimereduction.homeoffice.gov.uk/activecommunities/activecommunities089.htm

contribute to community safety by tackling crime and anti-social behaviour."[27]

The RHCF will work with the MPS to investigate cases which result in the use of cautions to discover the extent to which this may impact on community trust and confidence in report hate crimes and work to strengthen local partnership arrangements to support the main drivers on Policing, PSA's and National Indicators.

National Indicators[28]

National Indicators (NI) refer to specific indicators used by the Home Office for building more cohesive and empowered communities, as drawn from the previous Public Service Agreements[29] and is the new performance framework for local government, outlined in the White Paper **Strong and Prosperous Communities**. NIs is about improving the quality of life in places and better public services. It brings together National Standards and priorities set by Government with local priorities informed by the vision developed by the local authority and its partners.

National Indicators 1, 2 and 4 relate to the previous PSA 21, which refers to building more cohesive, empowered and active communities and reads across, in broad terms, to the aims and objectives of the RHCF.

The RHCF is concerned, given that borough partnerships will set local priorities via consultation with local communities, that hate crime may not be identified as a priority across all boroughs. This is particularly where there is significant variation in terms of population demographics and where some groups are either not engaged with the consultative process or indeed are the most vulnerable or 'hard to reach' communities.

The RHCF is concerned that it may be the boroughs where hate crime is not set as one of the priorities that communities become even more vulnerable to being victims of hate crimes.

Where hate crime is not a priority, there may be greater risk of non-reporting where previous experience has had a negative impact in community trust and confidence that appropriate action will be taken. This is despite targeted police responses such as Operation Athena[30], which targets prolific hate crime offenders across London.

The RHCF will continue to work with its partners, including MPS, CPS and the GLA to monitor borough performance across all boroughs and specifically to identify disproportionality arising from boroughs where hate crime is identified

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[27] 12 Louise Casey (2008) *Engaging Communities in Fighting Crime.* Cabinet Office*.* London. *Chapter 3, page 30.* http://www.cabinetoffice.gov.uk/crime.aspx

[28] http://www.communities.gov.uk/documents/localgovernment/pdf/542415.pdf

[29] PSAs, a performance management framework, set out the key priority outcomes the Government wants to achieve in the next spending period and were first introduced in 1998.

[30] *Operation Athena* is the MPS response against domestic violence and hate crime offences.

as a priority compared against boroughs where it is not, to ensure consistency of service delivery from the MPS.

Other support networks

The RHCF, through the Project Manger, continues to support a number of agencies in addressing hate crime issues. This includes:

- representation on the Home Office Racist Incident Group, managed by the National Policing Improvement Agency[31], to contribute to the national agenda in terms of hate crime
- representation on the London Councils Race Equality and Good Practice Network[32] and Ethnic Minority Achievement Officer Network[33], to support the development of good practice from schools in terms of hate crime and
- supporting local hate crime forums across borough areas to support the development of local responses to hate crime strategy and policing issues.

LONDON RACE HATE CRIME FORUM – THE FUTURE

Having completed its initial scrutiny, the RHCF is considering the direction and work plan for the future.

The main focus over the last four years has been race, faith and latterly homophobic hate crime. There is a need to consider the expansion of the RHCF remit to support hate crime across the diversity strands and in doing so acknowledge the multi-facets of vulnerable communities.

The RHCF has links across all statutory agencies and as such is in a good position to move forward and use its past experience to benefit the future agenda.

Funding to maintain the work of the RHCF was uncertain as it approached the end of its initial programme of scrutiny. Previous funding from the Government Office for London (GOL) ceased in 2006 and despite all attempts, support from other agencies did not materialise.

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[31] The National Policing Improvement Agency (NPIA) is a new agency created to support police forces to improve the way they work. It is a police owned and led body, which has replaced national policing organisations such as the Police Information Technology Organisation (PITO) and Centrex, as well as functions that were carried out by the Home Office and the Association of Chief Police Officers (ACPO).
[32] The Network has been established to become an authoritative information exchange which identifies and promotes monitoring Race Equality Schemes, exemplary practice and establishes a common understanding of how to effectively deliver the Race Relations (Amendment) Act 2000 public duty across Local Education Authorities and Schools to examine their practices in relation to their impact on minority ethnic groups.
[33] A forum bringing together local authority officers and managers in London with responsibility for Ethnic Minority Achievement, to improve the educational attainment of black and minority ethnic pupils and reduce inequalities in education.

At a meeting of the MPA full Authority[34] in March 2008, consideration was given to the future of the RHCF. The MPA approved funding to continue the work of the RHCF with an expectation that it would address hate crime across all diversity strands. The RHCF will be re-branded and re-launched to become the Metropolitan Police Authority Hate Crime Forum (HCF). Its remit will expand to include all hate crime.

Widening its remit will bring the RHCF in line with Government attempts to integrate various equality legislation. Both the MPA and MPS are establishing generic equality schemes, which will integrate the diversity strands of age, gender, race, religion &/or belief and sexual orientation across all business areas and will bring it into line with local councils.

CONCLUSION

The HCF looks forward to the future and will take the successes and learning from the past four years into the new structure.

There have been a number of projects that have not been possible to undertake due to resourcing issues within the RHCF but it is hoped the HFC with its new structure and focus will be able to address specific work areas, particularly in terms of identifying good practice, to ensure on-going service delivery across all areas of hate crime.

The new HCF will work more closely with its statutory and voluntary partners to ensure hate crimes remain on our agendas and ensure that London moves ever closer to being one of the safest cities in the world.

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[34] Full Authority meetings take place on a monthly basis and are meetings where the police Commissioner reports to the MPA on police matters in London. Members of the public may attend to observe.

Borough	2003/04					2004/05				
	Racist Incidents	Racist Offences	Racist SDs	Caution	% of SD	Racist Incidents	Racist Offences	Racist SDs	Caution	% of SD
Barking & Dagenham	422	420	65	13	20.0%	526	521	81	8	9.9%
Barnet	739	580	75	8	10.7%	726	601	93	9	9.7%
Bexley	456	451	56	7	12.5%	402	385	59	10	16.9%
Brent	498	399	58	5	8.6%	651	542	86	11	12.8%
Bromley	330	307	34	1	2.9%	385	354	38	8	21.1%
Camden	486	332	84	2	2.4%	559	428	94	3	3.2%
Croydon	581	511	101	19	18.8%	564	475	76	7	9.2%
Ealing	525	416	53	1	1.9%	526	407	81	11	13.6%
Enfield	435	271	69	18	26.1%	372	220	59	7	11.9%
Greenwich	757	649	107	6	5.6%	746	626	79	5	6.3%
Hackney	529	440	103	11	10.7%	535	417	100	9	9.0%
Hammersmith & Fulham	325	216	55	2	3.6%	344	251	57	5	8.8%
Haringey	311	185	66	7	10.6%	304	210	51	4	7.8%
Harrow	322	254	57	8	14.0%	317	211	38	3	7.9%
Havering	242	232	26	4	15.4%	379	317	55	11	20.0%
Heathrow Airport	59	46	16	0	0.0%	60	47	11	1	9.1%
Hillingdon	555	420	63	11	17.5%	536	378	68	6	8.8%
Hounslow	778	758	115	5	4.3%	759	710	87	11	12.6%
Islington	474	418	93	4	4.3%	564	467	100	11	11.0%
Kensington & Chelsea	260	206	43	4	9.3%	265	181	36	5	13.9%
Kingston upon Thames	328	316	44	7	15.9%	307	306	47	1	2.1%
Lambeth	528	453	92	9	9.8%	525	455	112	4	3.6%
Lewisham	475	414	101	14	13.9%	628	478	94	15	16.0%
Merton	412	411	50	7	14.0%	342	309	60	3	5.0%
Newham	684	600	98	10	10.2%	523	443	95	6	6.3%
Redbridge	489	443	84	9	10.7%	404	344	50	5	10.0%
Richmond upon Thames	229	209	51	8	15.7%	212	158	38	3	7.9%
Southwark	607	565	82	11	13.4%	588	492	106	4	3.8%
Sutton	280	273	26	4	15.4%	294	267	43	8	18.6%
Tower Hamlets	709	694	108	8	7.4%	637	600	89	10	11.2%
Waltham Forest	388	351	47	6	12.8%	396	330	36	7	19.4%
Wandsworth	321	297	56	2	3.6%	376	324	61	8	13.1%
Westminster	785	666	186	12	6.5%	697	562	164	27	16.5%
MPS Total	15319	13203	2364	243	10.3%	15449	12816	2344	246	10.5%

FY 06-07 & 07-08	fy06-07 RI Incidents	fy06-07 RI Offences	fy07-08 RI Incidents	fy07-08 RI Offences	Change RI Incidents	Change RI Offences
Barking & Dagenham	383	386	351	338	-8.4%	-12.4%
Barnet	430	311	362	313	-15.8%	0.6%
Bexley	358	353	270	227	-24.6%	-35.7%
Brent	317	224	363	236	14.5%	5.4%
Bromley	329	326	321	334	-2.4%	2.5%
Camden	517	465	377	324	-27.1%	-30.3%
Croydon	325	265	233	171	-28.3%	-35.5%
Ealing	438	402	360	376	-17.8%	-6.5%
Enfield	329	252	208	158	-36.8%	-37.3%
Greenwich	523	519	384	387	-26.6%	-25.4%
Hackney	381	363	382	374	0.3%	3.0%
Hammersmith & Fulham	231	230	246	249	6.5%	8.3%
Haringey	212	185	225	192	6.1%	3.8%
Harrow	355	232	246	183	-30.7%	-21.1%
Havering	315	204	243	183	-22.9%	-10.3%
Hillingdon	363	377	306	289	-15.7%	-23.3%
Hounslow	429	383	359	321	-16.3%	-16.2%
Islington	435	366	391	258	-10.1%	-29.5%
Kensington & Chelsea	247	221	184	178	-25.5%	-19.5%
Kingston upon Thames	234	175	252	186	7.7%	6.3%
Lambeth	348	317	302	275	-13.2%	-13.2%
Lewisham	475	515	398	410	-16.2%	-20.4%
Merton	198	188	220	247	11.1%	31.4%
Newham	313	244	287	216	-8.3%	-11.5%
Redbridge	217	174	225	179	3.7%	2.9%
Richmond upon Thames	170	121	151	72	-11.2%	-40.5%
Southwark	339	323	376	382	10.9%	18.3%
Sutton	182	163	177	141	-2.7%	-13.5%
Tower Hamlets	595	632	438	440	-26.4%	-30.4%
Waltham Forest	334	273	317	253	-5.1%	-7.3%
Wandsworth	220	217	216	198	-1.8%	-8.8%
Westminster	579	525	544	537	-6.0%	2.3%
MPS	11166	9976	9750	8649	-12.7%	-13.3%

FY 06-07 & 07-08	fy06-07 HO Incidents	fy06-07 HO Offences	fy07-08 HO Incidents	fy07-08 HO Offences	Change HO Incidents	Change HO Offences
Barking & Dagenham	15	16	13	9	-13.3%	-43.8%
Barnet	12	8	15	11	25.0%	37.5%
Bexley	18	15	19	14	5.6%	-6.7%
Brent	25	13	26	13	4.0%	0.0%
Bromley	35	37	37	35	5.7%	-5.4%
Camden	89	66	92	71	3.4%	7.6%
Croydon	22	20	26	16	18.2%	-20.0%
Ealing	26	26	28	24	7.7%	-7.7%
Enfield	18	14	16	4	-11.1%	-71.4%
Greenwich	42	40	47	38	11.9%	-5.0%
Hackney	94	68	62	51	-34.0%	-25.0%
Hammersmith & Fulham	34	22	39	29	14.7%	31.8%
Haringey	48	46	58	49	20.8%	6.5%
Harrow	12	10	11	7	-8.3%	-30.0%
Havering	26	15	11	5	-57.7%	-66.7%
Hillingdon	10	7	24	20	140.0%	185.7%
Hounslow	25	19	24	28	-4.0%	47.4%
Islington	122	96	110	63	-9.8%	-34.4%
Kensington & Chelsea	52	47	35	37	-32.7%	-21.3%
Kingston upon Thames	26	21	23	16	-11.5%	-23.8%
Lambeth	94	84	90	66	-4.3%	-21.4%
Lewisham	68	73	69	68	1.5%	-6.8%
Merton	11	11	11	11	0.0%	0.0%
Newham	60	47	42	25	-30.0%	-46.8%
Redbridge	10	7	12	11	20.0%	57.1%
Richmond upon Thames	12	10	13	10	8.3%	0.0%
Southwark	90	82	45	47	-50.0%	-42.7%
Sutton	7	4	10	6	42.9%	50.0%
Tower Hamlets	99	102	54	45	-45.5%	-55.9%
Waltham Forest	35	24	34	21	-2.9%	-12.5%
Wandsworth	23	15	21	14	-8.7%	-6.7%
Westminster	133	118	140	116	5.3%	-1.7%
MPS	1394	1184	1260	981	-9.6%	-17.1%

FY 07-08	R Sanction Detection %	Change on FY2006/7 final detection rate	Borough R Bespoke Target	HO Sanction Detection %	Change on FY2006/7 final detection rate	Borough HO Bespoke Target
Barking & Dagenham	31.4%	-2.1%	31%	33.3%	-29.2%	33%
Barnet	38.3%	8.8%	31%	54.5%	17.0%	33%
Bexley	41.4%	13.4%	31%	78.6%	25.2%	33%
Brent	50.4%	12.5%	32%	53.8%	-7.7%	33%
Bromley	33.2%	3.8%	31%	31.4%	17.9%	33%
Camden	42.3%	7.9%	35%	39.4%	15.2%	33%
Croydon	48.0%	12.9%	31%	43.8%	3.8%	33%
Ealing	39.6%	13.8%	31%	50.0%	19.2%	33%
Enfield	29.7%	2.0%	31%	75.0%	32.1%	33%
Greenwich	29.2%	-0.5%	31%	28.9%	8.9%	33%
Hackney	40.6%	-7.8%	40%	31.4%	0.5%	33%
Hammersmith & Fulham	39.4%	6.3%	31%	34.5%	20.8%	33%
Haringey	42.2%	-2.1%	33%	49.0%	20.7%	33%
Harrow	45.4%	2.3%	32%	42.9%	-37.1%	33%
Havering	41.5%	-20.7%	40%	40.0%	-13.3%	33%
Hillingdon	30.1%	-3.8%	31%	60.0%	31.4%	33%
Hounslow	41.1%	2.5%	31%	57.1%	9.8%	33%
Islington	43.8%	1.2%	35%	44.4%	1.7%	33%
Kensington & Chelsea	36.5%	-0.1%	34%	43.2%	15.6%	33%
Kingston Upon Thames	46.8%	6.2%	36%	56.3%	22.9%	33%
Lambeth	49.1%	0.2%	36%	36.4%	-4.1%	33%
Lewisham	44.9%	7.0%	33%	45.6%	10.0%	33%
Merton	39.3%	7.4%	31%	63.6%	9.1%	33%
Newham	38.4%	4.0%	31%	40.0%	-6.8%	33%
Redbridge	43.0%	14.3%	31%	54.5%	-16.9%	33%
Richmond Upon Thames	58.3%	8.7%	37%	60.0%	10.0%	33%
Southwark	39.0%	-0.9%	36%	44.7%	9.3%	33%
Sutton	41.8%	-18.3%	33%	116.7%	66.7%	33%
Tower Hamlets	35.0%	4.5%	31%	37.8%	11.3%	33%
Waltham Forest	32.4%	7.1%	31%	33.3%	4.2%	33%
Wandsworth	38.4%	2.9%	34%	35.7%	22.4%	33%
Westminster	42.3%	-8.4%	35%	37.9%	4.0%	33%
MPS Total	39.6%	2.7%	33%	42.8%	8.2%	33%

SUMMARY OF BOROUGH PRESENTATIONS

The following information has been summarised from that provided by boroughs.

The Royal borough of Kingston-Upon Thames

The borough has been working to embed its Safer Kingston Partnership Strategy 2005/08 designed to reduce incidents of hate crime on the borough. The key strands of the strategy being:

- Supporting victims
- Bringing perpetrators to justice
- Increasing confidence on the part of victims
- Improving the awareness and response of staff to racist incidents through training.

The borough was also working to identify repeat victims by using local Safer Neighbourhood Teams (SNTs) to provide support to victims, while the Community Safety Unit (CSU) investigates the crime.

The borough acknowledged that for the process to be effective there was a need to have in place mechanisms to proactively gather evidence, support victims of hate crimes and to provide reassurance by working together with partner agencies. Specific support identified for victims included:

- Kingston Police Community Safety Unit
- Safer Neighbourhood Teams
- The Victim Support Scheme
- Kingston Racial Equality Council (KREC)
- The Racial Harassment Panel
- Multi-lingual helpline.

Housing agencies monitor racial incidents and measures[35] are in place to deal with emerging issues.

The borough experienced difficulties with Third Party Reporting. The initial two pilot sites were established in 2001/02. A further site was established later in 2002. A hate crime Co-ordinator post was based within KREC to implement and monitor Third Party Reporting. In 2003 an additional 15 sites were set up but funding for the Co-ordinator post ended in 2005.

Whilst some Third Party Reporting sites continue to operate with some success, the number of reports has been minimal. The borough appreciates that without a dedicated individual to lead on the work, the impact on

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[35] Include: Tenancy Agreement, graffiti removal, monitoring incidents within Housing stock and Housing Racial Harassment Panel.

community use and reporting is significantly reduced. The project, at the time of the presentation, was under review.

Identified future challenges include:
- Improving the use and sharing of information across agencies
- Securing adequate funding to support the continuation of schemes making positive impact to the area
- Increase community confidence in reporting racist incidents
- The recording of Anti-Social Behaviour Orders (ASBOs)
- More effective monitoring of the minority population of housing residents

Hammersmith & Fulham

The borough acknowledged there was a need to make significant improvements in the way data was collected across its different services and partnerships. Its current strategies did not appear to have an easy read across from other areas, which had caused difficulty in compiling information as to the extent of hate crime on the borough.

The borough has in place the following structures to deal with hate crimes:
- Racist incidents panel, which consists of the local police, different departments of the local Authority, Housing, Victim Support, Calm Mediation, Education, Social Services, the Youth Offending Team, housing associations and local voluntary organisations.
- Anti-Social Behaviour Unit and
- A Hate Crime Co-ordinator.

The number of sanction detections has increased from 22.7% during 2004/05, with a peak during 2005/06 of 82%, to 33% over 2006/07. The trend is approximated to 30% sanction detection rate from 2004 to 2007.

In terms of dealing with hate crime in schools, a number of initiatives[36] have been launched to review guidance on the reporting and recording of racist incidents. The Racist Incident Guidelines initiative was completed in January 2007. The initiative was largely due to a complaint brought about by a parent's dissatisfaction of how a racist incident had been dealt with. The borough is to be commended on recognising shortfalls in some of its hate crime reporting processes and has made attempts to improve the situation.

Some schools were implementing the Heartstone Project[37] to support the reduction of hate crime by creating an environment, which improves the understanding and acceptance of difference.

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[36] Initiatives include: Racist Incident Guidelines, Bullying Procedures, and Youth Summer Programmes.
[37] 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

Other areas identified for improvements include:
- Increasing the number of Third Party Reporting sites
- Instigating a positive arrest policy[38]
- Mapping offenders and victims across the area
- Improving protocols with the local Crown Prosecution Service (CPS)
- Examining hate crime case studies with the local Independent Advisory Group (IAG)
- Exploring good practice in other areas, local, national and international to improve victim care and support.

Harrow

The demographic make up of the borough is reported to have changed considerably, with the influx of migrants from Eastern Europe. This presented a number of concerns resulting in a need to change local policy and service provision to meet newly identified needs.

There have been a number of successes; one of the most notable is its work with schools and housing partnerships. The work with schools includes an ethnic minority achievement service, which involves communicating and monitoring the success of Black and Minority Ethnic (BME) students in school.

In terms of housing, residential panels and local community television have been used to raise community confidence in reporting hate crime incidents. Other initiatives include:
- Race hate crimes are identified by Inspectors and passed to the Community Safety Unit
- The use of the Metropolitan Police Standard Operating Procedures (SOPs) to investigate crimes
- Supervision of all hate crimes from the moment first reported
- A new housing strategy action plan is in place, which includes a BME housing strategy plan
- A 24hr multi-lingual race hate crime reporting line
- The operation of Third Party Reporting Centres.

The sanction detection rate for racist offences has increased year on year from 18% during 2004/05, 21% during 2005/06 and doubled to 43.1% during 2006/07.

The borough also identified concerns in the rise of extremist activity linked to the influx of new migrant communities and have in place partnership

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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. The Heartstone Project has been mentioned in previous reports as a model of good practice.

[38] This means that where there is sufficient evidence of an offence with a power of arrest, the suspect(s) will be arrested, unless in the circumstances an arrest at that time is clearly inappropriate.

arrangements to minimise extremist activity including submission of a bid for funds targeted at violent extremism.

Other achievements include:
- Victim Support funding secured for a hate crime case worker
- Harrow Business against crime, which addresses race hate crime and anti-social behaviour against small and medium sized businesses.

Future work will include improvements to gathering and recording of hate crime data from new migrant community using victim surveys, businesses, and the Fire Service.

Hillingdon

The borough presentation revealed that almost 40% of racial crimes were recorded as public order offences[39] and over 30% violent offences. The majority of perpetrators are recorded as male falling between the ages of 16 to 20, with a significant number of younger offenders, aged 11 to 15. The majority of perpetrators are white.

In terms of homophobic hate crime, the majority of offences involved robbery or theft at almost 60% and public order offences at just over 20%. The majority of perpetrators were recorded as male.

The highest incidents of Faith hate crime are recorded as both robbery and Actual Bodily Harm (ABH) at almost 18% respectively. The majority of offenders are recorded as aged 16 to 20.

The borough recognised there is still much work to do in terms of reassuring new and emerging communities and, as such, has in place a Connecting Communities Team (CCT) and Black Asian and Minority Ethnic (BAME) Forum, which enables the council to directly engage with BAME communities. The CCT influences service planning and delivery and identifies opportunities for partnership work with other statutory and voluntary organisations. The Forum provides an essential mechanism by which differing communities are enabled to share concerns, issues and values to promote community cohesion. A number of Somali and Afghanistan organisations have engaged with the Forum.

The success of the CCT has enabled corporate grants to fund a number of BAME groups including the Horn of Africa Association, Hillingdon Refugee Support Group, Hillingdon Asian Women's Group, Hillingdon Somali Women's Group and Hillingdon Chinese School.

There is, however some disparity between incidents and recorded crime which needs to be explored and it is hoped that the Crime and Control

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[39] Public Order Offences include offences such as: Criminal damage, Harassment, Affray, Violent disorder, Disorderly conduct, Assault, Threatening behaviour and Obstruction of a highway.

Strategy implemented by the local borough police, will have a positive impact in reducing this disparity.

There is also unclear how schools deal with racist incidents, via pastoral care[40] systems, arising from incidents of 'name calling', when it is young people (aged 16 to 20) that appear to be responsible for the majority of race, faith and homophobic incidents. Whilst the borough appears to have in place rigorous training and Racial Harassment Guidelines, it is clear more work must be done to reduce repeat victimisation. A scheme involving a Youth Diversion Constable, based in Tuition Centres to work with excluded young people, looks to provide an additional opportunity for intervention.

The RHCF will explore whether this scheme leads to a reduction in the numbers of young people, as perpetrators of hate crimes during its next phase of scrutiny.

Redbridge

The borough reported that race hate crime in particular had been increasing year on year since 1996, with the number of racist incidents reported over 2006/07 as 2,386, compared with 2,432 in the previous five years. The black and Asian communities are the most concerned about racist crime. The majority of perpetrators (80%) were identified as male and 66% identified as white. Asian perpetrators were recorded as 18% and black 13% during 2006 – 2007.

Reported incidents from the Deaf and disabled community and Lesbian Gay Bisexual and Transgender (LGBT) community, were low in number and that racist crime is notably under reported. Work plans are in place to further engage with the Deaf and disabled and LGBT community, to address issues of under reporting, through the launch of steering groups aiming to create strategies for action for both community groups.

The borough established a new Third Party Reporting system of 25 sites to address underreporting of hate crime. The sites undertake regular outreach work to vulnerable communities, training mentors and the development of community engagement workers to engage with Muslim young people.

A Hate Crime Coordinator is employed to support community safety programmes, engage with partner agencies and highlight gaps in service delivery.

The traveller/gypsy and refugee communities are identified as an emerging vulnerable group on the borough. The initiative being driven by the Ethnic Minority Advisory Team (EMAT) seeks to address issues of concern from these communities and to support community integration.

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[40] **Pastoral Care in Education** tackles important contemporary issues such as current developments in the curriculum - citizenship, health, social and moral education; managing behaviour; whole school approaches; school structures; as well as issues of care - school exclusion, bullying and emotional development.

The RHCF will explore the success of the initiative as part of the next phase of its scrutiny.

The Royal borough of Kensington & Chelsea

The borough reported an increase in hate crime, particularly following the 7th July 2005 London Bombings.

The borough noted significant variations in the distribution of wealth, reflected by household income and the higher than average property prices in the area. 44% of residents own their own property with a higher proportion 57% living in rented accommodation. The majority population within the borough is white, 78%, with relatively low numbers, 22%, of other minority groups as compared to other London boroughs.

The Notting Hill Carnival is regarded an example of community cohesion, trust and confidence, since it attracts in excess of 1.5 million London residents and a significant number of tourists to the borough.

Whilst being an opportunity for communities to engage, the Carnival also brought with it a number of issues for policing and public safety. Incidents of reported race and faith hate crimes had increased from 181 between 2004 and 2005 to 220 during 2006 and 2007. The borough demonstrated increases in sanction detections year on year over the same periods.

The borough reported improved progress in dealing with homophobic crimes, by developing the LGBT advisory group (LGBTAG) and the implementation of GAYDAR[41], This has resulted in almost a 50% increase in reporting of LGBT hate crime between 2006 and 2007.

The RHCF will monitor GAYDAR as a measure of improving practice as part of its future work area.

In terms of disability hate crime, the borough received only two reports between 2005 and 2007. Further analysis of disability hate crime was conducted, which revealed that between October 2005 and October 2006, there were 430 offences where victims were identified as having some form of disability. The analysis further reveals that 62% of victims had some form of physical disability and 47% involved victims with a mental disability. More work is required to ensure that Deaf and disabled people are encouraged to report their experiences of hate crime.

Initiatives in place to address hate crimes include:
- a community Race Relations Officer, to liaise with vulnerable communities and support repeat victims
- the use of Safer Neighbourhood Teams (SNTs)

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[41] An advertising campaign regarded as hugely successful in encouraging reporting of homophobic crime from the LGBT community.

- the Community Safety Unit.
- LGBT Liaison Officer
- Calm Mediation
- local Victim Support and
- Crime prevention Officers.

Good working relationships have been established with a number of voluntary organisations to provide support to local Black and Minority Ethnic (BME) communities.

There are a number of areas the borough has recognised where more work is required. The significant areas include improving the reporting of hate crimes in schools and establishing effective mechanisms to support the Traveller and Gypsy community. Hate crime reporting from the Traveller and Gypsy community was acknowledged as under reported and the borough has responded by putting in place a Traveller Liaison Officer to improve the engagement by building trust and confidence.

Whilst reporting on the diversity of the local population and recognising that over 10,000 pupils attend schools in the borough (many of whom do not live within the borough), there had been only seven reports of race hate crime between the previous two years (2006/07).

Third Party reporting was reported as dormant, with reasons sited as the lack of buy in from the community and a nil return from hate crime reporting pack.

The borough meets with its Tenant Management Organisation (TMO) on a quarterly basis to address issues related to housing issues but it is unclear as to the extent TMOs are held accountable for ensuring consistency of service to tenancy and other housing issues. Good practice is reported in the way borough housing associations manage council housing stock and tenants, to prevent and resolve hate crime.

The RHCF is interested in exploring the good practice strategies in place and will look to share information with other boroughs to improve housing issues.

Sutton

The borough now has a more diverse population, a significant change from the 1991 and 2001 census. The 2001 census reported the diversity increased from 5.9% in 1991 to almost double 10.8%. Whilst the predominant population 84% is white, BME communities make up the remaining 16%.

The 2001 census also established that 14.8% of the population were reported as having a limiting long-term illness or a disability.

Reported hate crime records 89 race hate crime offences since April 2007 (a reduction of nine on the previous year); 12 faith hate crime offences recorded between 2004 and 2007 and 18 homophobic hate crime offences between 2004 and 2007.

A number of problems emerged during the borough presentation. Data was not mapped across from other agencies in a way that would improve the effectiveness in responding to hate crimes and issues related to repeat victims.

The borough was open in sharing areas of vulnerability and was putting in place strategies to address identified weaknesses, including:

- Mapping data across with other agencies to improve consistency of information
- Improving information sharing protocols across all partners
- Ensuring that Sutton Housing Partnership (SHP) effectively record and classify race and other hate crimes
- Establishing an inter agency strategy to identify repeat victims and
- Improving the use of Third Party Reporting.

The borough shared its action plan to support the improvements required, which included:

- bespoke training
- the development of an offender monitoring and escalation process
- the review of inter agency partnership working performance management framework
- implementing and embedding equality across partnerships and council services.

Despite these issues, the borough demonstrated good performance against its sanction detection targets across hate crime areas. There is evidence of good relationships with the local CPS and a proactive attitude and response to investigations and prosecutions. This success needs to be considered against the low number of reported hate crime.

THE PRESENTATION PROCESS

1. Letters of request are sent to council chief executives and MPS borough commanders, inviting them to meet with the Forum and deliver a presentation on the issues for race hate crime in their boroughs.

2. Specific questions are provided as guidance to support boroughs in gathering information for their presentation.[31]

3. Boroughs were informed that part of the process would involve representation from community individuals or groups and provide a victim's viewpoint on personal experience and on boroughs performance/improvement.

4. Presentation dates are agreed and the project manager, with other Forum representatives, offers an initial meeting with borough chief executives and the borough commanders to clarify issues and questions in advance of the formal Forum meeting.

5. Initial meeting held with chief executives department, borough commander or representatives, and nominated Forum members.

6. Public Forum meeting takes place, consisting of all Forum members, the chief executive, borough commander or representatives. Wherever possible, sample cases from the relevant borough are explored in relation to the borough action plan or race hate crime strategy.

SUMMARY OF THIRD PARTY REPORTING SCHEMES[42]

Hammersmith & Fulham has a Third Party reporting scheme, which is due to be extended as part of an ongoing programme to improve the effectiveness of dealing with hate crime on the borough.

Harrow has 11 hate crime reporting sites, which had received significant support from the council. Although the sites have had some success, further investigation has revealed that advertising of the scheme was not as successful as perhaps it could have been, leading to a low number of reports.

Hillingdon recognised its reporting scheme could be much improved and reported it will be exploring strategies for improvement.

Royal borough of Kensington & Chelsea stated it had set up two different Third Party Reporting schemes, in response to the 7th July 2005 London bombings but both have failed due to the lack of local community 'buy in'. The scheme was described as currently dormant whilst an improvement strategy is explored.

Royal borough of Kingston Upon Thames launched a Third Party Reporting scheme within KREC[43] in 2001/02, which was funded by the council. By 2003 the scheme had grown to fifteen sites. In 2005 the council ceased funding, due to its perceived limited success. The council acknowledged a need to perform a review of its scheme to increase its effectiveness and will be exploring strategies for improvement. Some sites have continued without direct council funding.

Redbridge had set up a Third Party Reporting scheme in early 2007 but by the end of the year, this was seen to be underperforming. The council is taking steps to address this by considering alternatives strategies.

Richmond launched a Third Party Reporting scheme across six sites in July 2003, supported by an advertising campaign. In October 2004 a review of the scheme was undertaken since it had only receiving three reports in its first fifteen months. The review made a number of recommendations and in 2006 a decision was made to replace the existing scheme with a self reporting process, based on the True Vision[44] reporting scheme, to be available across eighteen sites following a marketing strategy.

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[42] Please note that the information presented is in this report is based on data provided by the respective boroughs, and believed to be correct to the best of our knowledge.
[43] Kingston Racial Equality Council (KREC).
[44] TRUE VISION is a police-funded initiative targeted to encourage the reporting of Hate Incidents. Launched in May 2004, the aim of TRUE VISION is to improve the service the Police provide to the LGBT community, and to send an important message to the wider British public. It has also been expanded to enable the reporting of racial and religious hate crimes.

Sutton reported a Third Party Reporting scheme which initially failed but was re-launching in November 2007 with the support of £30,000 grant from the council. Additional funding has since been obtained by bids mainly from external organisations.

Further analysis was conducted directly with borough areas and confirmed concerns relating to Third Party reporting either during their presentation to the RHCF or in response to communication post presentation.

The following examples are a selection of boroughs that responded with further information, requesting updates on the success of Third Party reporting. This process was conducted during March 2008.

Boroughs that responded revealed a general picture confirming many current Third Party Reporting schemes do not produce the desired results. This leads to a number of questions in relation to the value that some sites deliver, as they currently exist.

BOROUGH FEEDBACK

Responses from boroughs were as followed[45]:

The London boroughs of Bromley, Enfield, Merton and Newham reported they had no schemes in place that they had direct responsibility for but explained there were several agencies, working in partnership with the boroughs, providing 24-hour crime reporting lines.

The following boroughs reported on schemes that dealt with hate crime, as either part of a wider borough or crime reporting service, or the scheme had been specifically established to deal with emerging issues of hate crime:

Camden has one of the larger Third Party Reporting schemes in London (35 sites).

The Kings Cross Development Trust (KCDT) was commissioned in 2005 to produce a third party reporting scheme. In May 2007 the BME Alliance took control of the scheme, due to KCDT going into administration. The scheme received approximately £31,139 each year for the period 2005 to 2007 and then for the financial year 2007 – 08 it received £35,333 of council funding, which was due to end in April 2008. The council provided a high level of support to the BME Alliance for the scheme but the numbers of reports remain low, potentially due to poor of advertising.

The local community have made suggestions as to where reporting sites may be better located. Sites are currently being implemented across a selection of NEC car parks in throughout the borough due to a request from NEC.

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[45] Please note that the information presented in this part of the report is based on feedback provided by the respective boroughs, and believed to be correct to the best of our knowledge.

The Alliance views Third Party Reporting as more than gathering reports of incidents but also a vital service for people who may wish to discuss their experience of hate crime but may not wish to make a formal report.

Hackney launched its Domestic Violence & Hate Crime Team in 1998, staffed by council officers, and jointly funded between Hackney council and Hackney Homes. It operates a helpline where approximately 15% of the calls were hate crime related.

Havering supplied funded to Havering Victim Support £18, 600 to develop a Third Party reporting scheme in October 2005. The scheme received thirty only reports despite widespread advertising and was closed in March 2007.

Islington Council and the local police launched a partnership reporting scheme based in the Community Safety Partnership Unit in April 2007. The scheme set an expected target of 50 reports in the financial year 2007 – 08 but received only 17. The start-up cost and ongoing cost for the financial year 2007 – 08 was £32,315.

Tower Hamlets Council funded and launched its 24 Hour Free phone Hate Crime Reporting Line in August 2005l. Between April 2005 and March 2006, 253 hate crime reports were received and between April 2006 and March 2007, a total of 230 hate crime reports were received. Trained Officers are in place to take reports, which are logged on the local database and sent to the Community Safety Operations Team.

(Whilst it may be possible to make comment as to the population demographics of the borough, this alone cannot explain the impressive response received by the Hate Crime Reporting Line. The RHCF will seek to establish what good practice can be shared with other boroughs following this success.)

Waltham Forest Council SafetyNet Partnership funded and established the Waltham Forest borough Police LGBT Help line in 2007. The reporting line led to no significant increase in reporting of hate crime; the scheme was then passed to an external source. The council also commissioned Alert Ltd to operate a 24hr reporting line, which had been successful, but had been recently decommissioned. The council also operates a standard 24 reporting service, Waltham Forest Direct, for all crime reporting on the borough.

Westminster City Council supported and funded Westminster Citizens Advice Bureau (WCAB) to establish a Race Hate Crime and Discrimination Unit in 2005. Victims of hate crime were able to report and receive. The cost of the scheme was approximately £40,000 per year.

Analysis of information and responses to the RHCF enquiry reveals that:
- a number of boroughs had schemes in place that facilitated hate crime reporting
- four boroughs provided a dedicated service for reporting hate crime,

- two boroughs could be said to have had notable success[46];
- four boroughs stated they were either not looking to establish new third party reporting schemes, or did not currently have funds available[47].
- three boroughs that previously had Third Party Reporting schemes in place, admitted the schemes suffered from a lack of advertising and contributed to the low reporting performance, a problem that is repeatedly widespread across many such schemes.

Unfortunately this document does not have the scope or sufficient information to explore the skills or training of staff and officers involved with current reporting schemes but it may it would suggest, from our discussions with voluntary partnerships and agencies supporting victims, that training varies greatly from scheme to scheme and borough to borough.

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[46] Tower Hamlets demonstrates great success from its Third Party reporting.
[47] The boroughs which stated they would not be interested in a new third party reporting scheme were Bromley, Merton, Waltham Forest, Newham,

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:
   - 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 achieves.

1. 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 particularly 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.