

Hate and Prejudice Crime Prevention Local Delivery Plan

Mission Statement

To reduce the social, emotional and cost impacts on victims and on wider society by tackling the causes, and ameliorating the effects, of Prejudice and Hate Crime.

LAA 35 – measured by local indicator to “Increase the levels of reporting of Hate Crime and incidents by 10% by 2011”; and maintain satisfaction of victims of hate crime incidents with the overall service provided by the police at an 86% level.

Introduction

The Safer Devon Partnership recognises that the impact of Hate and Prejudice Crime in Devon is disproportionate. Rapidly changing demographics in the county are an ongoing challenge to community cohesion and in minority arenas the amount of, and the response to, Hate Crime has a major influence on integration and participation. There is a ripple effect which impacts not only on the individual victims but also on their families and their communities. If the Police and local authorities are not seen to be addressing Hate Crime effectively, this can lead to a cycle of mistrust and miscommunication and create major barriers to community cohesion.

It is also clear that tackling Hate and Prejudice Crime requires a multi-agency approach and a holistic one – a plan that addresses general issues of community cohesion just as much as it addresses specific weaknesses in the response system. However well resourced the police might be, if they are not able to engage effectively with front-line workers, with grassroots community organisations and with vulnerable minority populations, they will not succeed in tackling this problem. Building confidence requires the development of ongoing partnerships.

Devon has long been perceived as a traditional and largely mono-cultural society. This stereotypical viewpoint has helped to conceal the diversity that is as much a part of Devon as any other part of the UK. What has changed in recent years is that this diversity has started to become much more visible.

This is particularly true in the **Black and Minority Ethnic (BME)** arena. The 2001 census estimated the numbers of people from BME groups living in Devon as 13,329: 1.24% of the population, with a high in Exeter of 2.38%. This compared with a national average of around 7%. Much more revealing than the totals, however, has been the rate at which this population has been increasing: between 1991 and 2001, the figure rose by 94.7% and subsequent research suggests that this rate of increase has continued to accelerate.

In addition we have to take into account the large numbers of migrant workers from Eastern Europe who have come to live and work in Devon since 2004. A December 2007 progress report from the Migrant Workers Task Group observes,

“Latest official statistics (DWP National Insurance Registrations) show that Devon (inc. Plymouth and Torbay) had 7,000 new registrations in the year to March 07, an increase of 9% on the previous year. Excluding Plymouth and Torbay, there were 3,780 registrations of which 570 (15%) were in East Devon, 1,270 (34%) were in Exeter, 320 (8%) were in Mid Devon, 370 (10%) were in North Devon, 380 (10%) were in South Hams, 440 (12%) were in Teignbridge, 190 (5%) were in Torrington and 240 (6%) were in West Devon.”

This influx of Migrant Workers adds to the challenges and, in this context, Devon and Cornwall Constabulary data has identified an increase in crime committed both by and against migrant workers.

The Sustainable Community Strategy evidence base <http://www.devonsp.org.uk/sustainablecommunitystrategy/evidencebase.html>. suggests that the BME population of Devon will reach around 25,000 by 2014, though it is clear that if we include Migrant Workers we are already near, more likely beyond, this figure.

The picture this evidence paints is one of a rapidly expanding BME population with very underdeveloped support structures, particularly in comparison with regions of the UK with well-established BME communities. This has been changing over the past few years, with grassroots community associations working to support BME populations springing up all over Devon but support networks are still in their infancy as well as being very uncoordinated and this is reflected in the difficulty service providers often have in engaging with minority communities. Lack of engagement furthers isolation and makes victims of Hate Crime less likely to report the crime in the first place. Underreporting in return means a lack of both quantitative and qualitative data which makes a coordinated response difficult.

A July 2007 report, undertaken by the Intercom Trust, suggests that this situation is mirrored within the **LGBT** communities with *“a depressingly low level of expectation from public services, including the police. Many interviewees perceive...discrimination as the norm.”* Intercom’s Firmer Foundation report (2006) points out that there is no research available which will give us a clear idea of the proportions of the local population who are heterosexual, homosexual or bisexual but does estimate that *“between five and ten per cent of the local population define to themselves as lesbian or gay, while a further cohort of unknown size consider themselves to be bisexual”*

As in the BME arena there are a large number of community support groups across the region (Intercom identified 88 across the SW peninsula in 2005). One difference with these LGBT VCS organisations is that work on networking and co-ordination appears more advanced than in the BME arena, largely due to the work of Lynx South West which provides infrastructure support for independent groups.

One of the clear conclusions of the Firmer Foundations report is that, *“There is an extremely high level of experience of crime compared with that of the general population, but experience of crime is particularly high among urban residents, who show a profile of being more widely Out than their rural counterparts. Over-all, 30% of respondents had experienced a homophobic or transphobic crime against the person (threats, assault, verbal abuse, harassment), and 23% had experienced discrimination, over the previous 12 months.”*

There is also plenty of anecdotal evidence of increasing numbers of Prejudice and Hate Incidents and Crimes being directed at people with **Learning Disabilities** though this is even more difficult to quantify as it is only last year that a formal mechanism for collecting Hate Crime data relating to Disability has been introduced. In terms of demographics there are currently 2,700 people with learning disabilities registered with GPs in Devon, *“though actual prevalence is likely to be significantly higher and numbers are expected to rise”* (from Devon's strategies framework for health and social care).

The latest statistics from Devon and Cornwall Constabulary show an increase in the total number of Hate crime incidents – including racial, homophobic and those relating to disability – from 905 in 2006/07 to 915 in 2007/08. In some districts of Devon, the number of reported incidents has actually fallen.

At first glance these figures would suggest that the trend is positive. However, consultations with the BME, LGBT and Learning Disability communities strongly support the idea that there is a significant underreporting of Hate Crime and Hate Incidents, something that is backed up in the Sustainable Community Strategy evidence base. The barriers identified include: lack of confidence in the police; low expectations of any positive outcomes; and lack of knowledge of *how* to report an incident or a crime.

In November 2007, SDP appointed a short-term Hate Crime Prevention Co-ordinator who has been consulting with numerous Voluntary and Community sector organisations from all arenas

and with front-line workers from Housing, Education, Social Services, etc. Initial findings confirm that Hate and Prejudice crime has a significant impact on the lives of individuals and is a major barrier to integration and community cohesion.

Work on reporting is an important first step that is a pre-requisite if the issue of victim support is to be addressed; the current work aims to establish some momentum but this will need to be ongoing over the next few years if confidence is to be restored. There is considerable overlap between low levels of reporting of Hate Crime and broader problems of lack of integration and participation, of isolation and community cohesion. Thus, it is clear that any approach, while tackling particular issues, needs to incorporate holistic and multi-agency elements.

Delivery Plan

In 2006 the SDP commissioned a strategy report from Crime Concern which identified five key objectives which apply across the different arenas: **BME, LGBT and Learning Disability**.

- Build confidence
- Increase levels of reporting
- Improve targeting of responses
- Improve quality of responses to victims
- Reduce repeat victimisation

The Crime Concern report recommended that strategies should be generic rather than focused on objectives within particular, i.e. LGBT, BME, Learning Disability arenas. While the Safer Devon Partnership acknowledges the point that promoting initiatives within any particular arena can lead to the neglect and under-resourcing of other arenas, it is equally important to recognise that past work and ongoing work to address the key, cross-cutting themes is at different stages of progression in each of the sectors. For this reason, the delivery plan includes both cross-cutting initiatives and arena specific work.

The Hate and Prejudice Crime Prevention Co-ordinator (HPCPC) was appointed to drive the objectives forward and promote a joined-up approach. While some of the delivery plan that follows will be co-ordinated directly by this post holder on behalf of the Safer Devon Partnership, many of the initiatives will come under the remit of various stakeholders, including those from the voluntary and community sector. These stakeholders include:

- The Police
- Diversity and Equality officers working within the statutory sector
- Community Safety Officers and Community Safety Partnerships
- PCT (Primary Care Trust)
- CYPS (Children and Young People's Service)
- Victim Support
- Grassroots community organisations

Development, monitoring and review of the Hate and Prejudice Crime Prevention Strategy will be undertaken by the multi-agency Hate Crime theme steering group which will meet bi-monthly.

A note on Communication barriers

One of the major barriers to progress in this field is communication. More than 70% of those registered with Learning Disabilities are identified as having communication difficulties and among the BME population there are many for whom English is not their first language

There are useful initiatives with the former such as the Speaking Up courses run by Exeter Council for Voluntary Services but these need to be better resourced and more widely available across Devon.

In the BME arena, lack of English can create barriers to education, to employment, to participation in the community, to engagement with service providers and understanding and involvement in community safety issues. The costs of interpretation and translation are, in turn, a growing issue for the capacity of service providers. Thus, the availability of good quality English teaching is a crucial issue in this arena and one of particular relevance in relation to community cohesion and hate crime.

Funding for ESOL provision, as with other Basic Skills, comes via the LSC (Learning Skills Council) which has traditionally been driven by targets relating to nationally set priorities. The government has recently been consulting on proposals which will place more emphasis on local needs and we are hopeful that these changes will be implemented for the next academic year. If these proposals go through then local strategic partnerships will be asked to draw up Local ESOL Delivery Plans highlighting particular areas of need in the county. The regional LSC will then be asked to respond to these local needs as much as to any national priorities. It is important then that we prepare for these likely changes by starting (a) to identify areas of particular ESOL need and (b) to develop the capacity of DSP and SDP to respond, if they are asked to help draw up a Local ESOL Delivery Plan, by identifying sources of ESOL expertise and collecting data on existing provision and needs.

Delivery Plan

The following plan focuses primarily on the work that will be led by the Safer Devon Partnership but it also contains references to other relevant pieces of work that are being led by other agencies or partnerships.

Project Title	Action (including geographic coverage)	Project lead	Resources	Delivery dates	Performance measures
Migrant Workers Community Networking Project	Devon Wide Setting up 8 MW hubs across Devon to offer Information, Advice and Guidance and gather data for service providers. In partnership with existing VCS organisations through programme of activities and events	Community Council of Devon & Devon Racial Equality Council	SDP Funding (£37,367 from 2007/08 budget allocated) Further funding streams to be identified for continuation beyond 2009	Initial programme completed by end March 2009	Will contribute to PSA 21 – <i>Build more cohesive, empowered and active communities</i> and to related indicators NI 1, 2 and 4.
Amber Newsletters	Production of 4 newsletters - Community Safety themes, translated into 4 languages, for distribution in N. Devon and Torridge	Amber Initiatives	2007/08 SDP project funding	Ongoing – final newsletter to be delivered by June 2008	As above + local indicator – <i>Increase reporting of Hate Crime</i>

Reporting Access Project 1	Pilot project to (a) standardise 3 rd party reporting form for Racial incidents (b) Train VCS workers and other frontline workers to facilitate reporting (c) Set up protocols to collect and collate data	DREC	(£6,600 from Hate Crime 2007/08 project funding allocated) Hate and Prejudice Crime Theme Group Project	Initial phase complete by May 2008	Vital step towards delivery of APACS indicator – <i>Victim satisfaction for hate crimes</i> <i>Will contribute to D&C police target of 86% racist incident victim satisfaction</i>
Minority Matters Project Part 1	Compilation, production and distribution of Devon Service Directory for BME support Uploading to DCC website.	HPCP Co-ordinator PCT VCS	Part of core work of HPCPC Local charitable funding Part of ongoing work of PCT BME community development team	By end May 08	Will contribute to PSA 21 – <i>Build more cohesive, empowered and active communities</i> and to related indicators NI 1, 2 and 4. + APACS <i>Improve victim satisfaction for hate crimes</i>
ESOL Materials	Produce Hate Crime educational materials for use in ESOL classes across Devon	Olive Tree Association	Hate and Prejudice Crime Theme Group Project £5,000	Materials finished by end April Piloted May/June 08	Increase reporting Increase victim satisfaction
LGBTQ Crime Reporting Radio Commercial	Purchase of radio airtime and commercial development to raise awareness of homophobic bullying/hate crime	Peter Dale, South Devon and Dartmoor Community Safety Partnership	Hate and Prejudice Crime Theme Group Project £2,400	March/April 2008	Increase reporting Increase victim satisfaction
Hate and Prejudice Crime Prevention Co-ordinator	Full time co-ordination post to continue, and build on, work started in initial post.	HPCPC	SDP £22,924	May 2008-November 2008	Will contribute to PSA 21 – <i>Build more cohesive, empowered and active communities</i> <i>Victim satisfaction for hate crimes</i> <i>Increase reporting</i>

Minority Matters Project Part 2	Compilation, production and distribution of Devon Service Directories for 1. LGBT 2. Learning Disability Uploading to DCC website. Maintenance and updating	HPCPC VCS (Intercom, DREC, Olive Tree Assoc, Exeter Community Initiatives, etc)	Part of core work of HPCPC Local charitable funding	Ongoing 1. By December 08 2. By March 09	Will contribute to PSA 21 – <i>Build more cohesive, empowered and active communities</i> and to related indicators NI 1, 2 and 4. + APACS <i>Improve victim satisfaction for hate crimes</i>
Victim Satisfaction baseline research	Research project to establish a baseline figure for victim satisfaction in relation to Hate Crime	HPCPC	SDP Hate theme Project Funding 2008/9 Further funding streams to be identified	May 2008 – September 2009	Essential step towards delivery of APACS indicator – <i>Victim satisfaction for hate crime</i>
Reporting Access Programme 2	Unroll pilot RAP programme (3 above) across Devon	HPCP Coordinator	SDP Hate theme Project Funding 2008/9 Further funding streams to be identified	Ongoing from August 2008	As above + local indicator increase % of racial HPC reports across Devon
Improving Reporting from LGBT victims	Replicate relevant stages of RAP programme within LGBTQ arena	Intercom, other VCS agencies HPCP Coordinator	SDP Hate theme Project Funding 2008/9 Further funding streams to be identified	Initiate September 2008	Vital step towards delivery of APACS indicator – <i>Victim satisfaction for hate crimes</i>
Improving Reporting from Learning Disability community	Replicate relevant stages of RAP programme Within Learning disability arena	Learning Disability Team CSPs HPCP coordinator	SDP Project Funding 2008/9	June - Dec 2008 through existing initiatives e.g. PIPS	Vital step towards delivery of APACS indicator – <i>Improve victim satisfaction for hate crimes</i>
Victim Support for minority Communities Training programme	Training volunteers from minority communities as Victim Support Case Workers	Victim Support (Tanya Alford) HPCP Coordinator	SDP Hate theme Project Funding 2008/9 Further funding to be identified	September 2008 – March 2009	APACS indicator – <i>Improve victim satisfaction for hate crimes</i>

Community Advisory Group	Provide a voice for different community groups and, potentially, a 'critical friend' for police and other statutory agencies	Consortia of Devon based VCS organisations (The Police?)	No current funding If initial meeting is a success will be approaching agencies (including police) for basic funding.	Trial period to September 2008. Initial meeting May 6th	Will contribute to PSA 21 – <i>Build more cohesive, empowered and active communities</i> and to related indicators NI 1, 2 and 4.
Early Years Campaign	Produce poster, leaflets and materials for use across Devon with Early Years play groups	EAL HPCPC	£500 contribution from HPCPC project funding Match funding from EAL	Produced and distributed by Sept 2008	

Other Relevant initiatives

The Safer Devon Partnership, and the Hate and Prejudice Crime Prevention group, are also involved in a range of partnership initiatives – led by other agencies from different sectors – that will contribute towards the achievement of our objectives. These include:

- The Migrant Workers Task Group – producing and distributing a Welcome to Devon pack, available in several languages, that provides vital information on accessing range of services and on community safety issues.
- North Devon and Torridge Migrant Workers task Group – as above in North Devon
- RESPECT festival – a celebration of multi-culturalism in Exeter
- Bullying in Schools – see Children and Young People's plan

The Safer Devon Partnership is also working in partnership with a wide range of Voluntary and Community Sector organisations.

Measurement considerations

Performance indicator:

*** Increase the levels of reporting of Hate Crime and Incidents, between 2008-2011, by 10% while, at the same time, maintaining victim satisfaction levels at police target levels of 86%.**

While there is no baseline figure available for Hate Crime as a whole, there is a figure relating to victim satisfaction for police response to racial hate crimes. This is currently 85.4% and the police's target for 2008/09 is 86%. These relatively high figures indicate what a good job the police are doing in relation to the Racial Hate Crime that is reported to them but are somewhat deceptive, as they are based, as outlined above, on the very limited number of reported crimes. It is clear that a low expectation of an effective response is one of the current barriers to reporting and for this reason we have chosen to retain our focus on victim satisfaction. This will help to ensure that, as reporting of Hate Crime rises in response to the initiatives outlined above, we will continue to pay very close attention to the follow-up support that is provided for the victims.

Other relevant indicators:

APACS Statutory Performance Indicators (SPIs) for diversity are:

- SPI 1.3 Satisfaction with service delivery (racist incidents) satisfaction of victims of racist incidents with overall service provided by the police measured by User Satisfaction Survey.
- SPI 6.3 Sanction detection rate for racially and religiously aggravated crimes. This is a temporary indicator for 2008/09 pending the introduction of an indicator for hate crimes brought to justice.

Resources

Hate Crime Prevention work has not previously been well funded, partly because of lack of recognition of the extent and impact of the problem, partly because of lack of clear direction. Last year funding from SDP increased and one of the outcomes has been the development of more detailed strategy and delivery plans. To deliver on this plan, sufficient funding is required for the continuation of the HPCP co-ordinator post, without which much of the momentum that has been generated will be lost. In addition, further funds need to be identified to continue support for community projects. This coming year, rather than inviting general proposals from community organisations, proposals will be solicited on particular themes, as identified by this delivery plan and by the Hate Crime theme group.

Not all of the work requires direct funding from the Safer Devon Partnership. Much of the work requires a collaborative, partnership approach and can be tackled:

(a) through existing capacity within different interested agencies (e.g. PCT, Police)

(b) through the core work of existing post holders; in particular, CSOs from district councils, diversity officers, etc

(c) through applications for external funding, whether direct or by supporting the applications of VCS organisations