Together we can end it.

Manchester’s Hate Crime Strategy 2016–2019
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FOREWORD

We are pleased to introduce the second Hate Crime Strategy for Manchester.

Manchester is an eclectic and welcoming city, and for many years we have been tackling the causes of inequality and demonstrating the benefits of diverse and cohesive communities, building a Manchester that is healthier, wealthier and happier.

In Manchester, we recognise that community cohesion does not happen by itself – it is driven by people making an effort to support one another in their communities and neighbourhoods.

We have worked together to strengthen the resilience of our communities, instilling confidence and supporting them. In joining together we ensure that those who commit acts aimed at destroying lives and breaking down the fabric of our communities and neighbourhoods will not succeed.

But we also recognise the impact that international events and conflicts have on communities in Manchester. In recent years there have been incidents where we have experienced anxiety and tensions throughout our city and across Greater Manchester.

It is now more important than ever to embrace and celebrate the values that make Manchester great and work together to eradicate hate crime in all its forms. We will do this together.

Manchester is a place for everyone – a place of shared lives and shared futures.
Councillor Nigel Murphy
Executive Member for Neighbourhood Services,
Manchester City Council

Wasim Chaudhry
Chief Superintendent,
Greater Manchester Police

Claire Lindley
Chief Crown Prosecutor,
Crown Prosecution Service North West Area
INTRODUCTION

The Manchester Strategy 2015-2025

The Manchester Strategy sets out how we can make Manchester the best it can be by 2025. This includes how residents from all backgrounds will feel safe, and how they can aspire to be successful and live well.

Unchallenged, hate crime will pose a direct threat to achieving this aim. Hate crime can have a significant impact on those experiencing it. Being targeted because of personal characteristics or perceived characteristics can leave people feeling vulnerable and can impact negatively on several aspects of their lives, including their self-confidence, self-worth and health. It can also leave individuals feeling isolated. Hate crime can affect personal freedom, with people feeling forced to change their routine when they leave their house, such as their route home or to work, their appearance and behaviour, and even where they live. In Manchester we must all make it clear that this is unacceptable and will not be tolerated.
Tackling hate crime is a key priority for Manchester. We recognise that crime motivated by hostility, or a particular prejudice towards an individual’s personal characteristic or perceived characteristic, is particularly corrosive in relation to the victims and communities.

The Hate Crime Strategy 2013–16 has guided our work over the past three years and we are proud of the collective effort and support that has gone into its implementation.

During the 2013–16 strategy we added to the set of offence strands that we record and monitor hate crimes and incidents against.

These strands are:
- Disability
- Race
- Religion or belief
- Sexual orientation
- Trans*
- Alternative subculture.

The key priorities during the 2013–16 strategy were to:
- Prevent hate crime
- Increase the reporting of hate crime and hate incidents
- Take effective action against perpetrators
- Support victims of hate crime
- Improve partnership responses.

In reviewing and refreshing the strategy for the coming years we have consulted with our partners and local communities. We have revisited the strands, the key priorities and the work we have been undertaking to ensure that the 2016–19 strategy is fit for purpose.

We face the prospect of further cuts in public spending that will also impact on the work we can do as a partnership. We need to find new ways of working with the community and voluntary sector to deliver this work over the next three years.

The purpose of this strategy is to provide communities, practitioners and partner agencies with an agreed framework for reporting and dealing with hate crime, and to create an environment where hate crime and incidents are not tolerated but challenged, and dealt with appropriately.

* Trans is an umbrella and inclusive term describing people whose gender identity differs in some way from the one they were assigned at birth, including non-binary people, cross-dressers and those who partially or incompletely identify with their sex assigned at birth.
WHAT HAVE WE DONE SO FAR?

In implementing the Hate Crime Strategy 2013–16, we have worked hard towards achieving our key priorities.

Third-party reporting centres

We have worked closely with our voluntary and community partners to encourage the establishment and development of third-party reporting centres across Manchester. Centres include local housing providers, community organisations, and organisations that represent each hate crime strand. Each organisation has received training and has signed up to a set of standards that support them to deal with a hate crime or incident when it is reported to them. In 2013 there were 15 centres; we begin this strategy with 33 centres across Manchester.

Hate Crime Awareness Week

In January each year we have held a Hate Crime Awareness Week (HCAW) to raise awareness of and encourage the reporting of hate crimes and incidents. The Awareness Weeks have involved engagement with over 60 voluntary and community organisations, and more than 150 events.
Case Study One – HCAW 2015

HCAW 2015 highlighted the introduction of alterophobia and was launched at the Three Minute Theatre at Afflecks.

The focus was around communities and support for victims and witnesses. The aim was to raise awareness of and prevent hate crime, and encourage reporting. A multi-agency communications strategy was developed, including a bespoke digital media campaign involving radio promotion and Facebook and Twitter feeds. There were dedicated press releases throughout the week and a summary piece at the end of the week of action. Transport for Greater Manchester partnered our communications strategy with a bespoke campaign throughout the transport network. Organisers and events included:

- **The Nigerian Women’s Group**: an event and quiz to explore what a hate crime is and how to get support
- **The Manchester Muslim Writers group**: an anti-Islamophobia event to raise awareness of hate crime through creative writing and poetry at Chorlton Library
- **The LGBT Centre in Sidney Street, Ardwick**: an open day exploring what hate crime is and how it can be dealt with
- **Manchester People First**: an event for learning disabled people to raise awareness of and encourage the reporting of hate crime
- **Wythenshawe Anglican Team**: a film showing and discussion session in conjunction with the Menorah Synagogue to raise awareness of anti-Semitism
- **GMP and Sophie Lancaster Foundation**: Dismantling Barriers in the Community – an event exploring the issues of hate crime.

The legacy of HCAW 2015 can be seen at Afflecks with artwork and a photo wall developed by the stall holders.
Communications

A dedicated web page on the Making Manchester Safer website manchester.gov.uk/mms provides advice and information about hate crime and how to access services. As a result of feedback from partners, an information card was developed, which details the differences between hate crimes and incidents, and provides information on where to get support if you are a victim. This has been used extensively for training and awareness raising at events, and as an engagement tool. Feedback from our partners and communities has been especially positive about the card, with many being requested. GMP and the Police and Crime Commissioner also highlight innovative and successful work that has been carried out around tackling hate crime through their websites and social media.

Education and training

Joint training sessions conducted by Greater Manchester Police and Manchester City Council have been delivered to front-line staff, Council members, community organisations and special constables in order to raise awareness and increase the effectiveness of responses to hate crime and promote the work of the partnership. The Crown Prosecution Service (CPS) produced a number of education packages for use in schools aimed at increasing knowledge and prompting discussion among pupils on the issue of Disability, Race and Religion and Lesbian, Gay, Bisexual and Trans* (LGBT) hate crime.

Case work

Over the life of the last strategy, we have actively sought to use civil remedies, in addition to criminal remedies, as a means of taking effective action against perpetrators.

Case Study Two

In January and February 2015, the Council and GMP received reports of a number of incidents of unknown youths congregating in large groups outside a resident’s home and workplace, being verbally abusive and causing criminal damage to property. The victims were extremely vulnerable, did not speak English as a first language, and believed that they were being harassed and victimised because of their religion and ethnicity.

The resident, Council and GMP identified that the actions were race-hate motivated. Other residents in the area confirmed the ongoing problems but did not wish to be identified for fear of reprisal. The Council and Police investigated the reports and identified seven perpetrators. Following this, the Council used hearsay evidence from the anonymous residents and live evidence from the main complainant to secure an emergency Antisocial Behaviour Order (ASBO) against the main perpetrator in the case. Formal antisocial behaviour warnings were also issued to the rest of the group. The action taken prevented the offenders from associating with each other and also excluded them from the area in which the victims live and work. As a result of this action, the harassment stopped.
HATE CRIME IN MANCHESTER

Hate crime is defined by law as any criminal offence that is perceived by the victim or any other person to be motivated by hostility or prejudice based on a personal characteristic or perceived characteristic.

To have a greater understanding of the impact of hate crime in our region, analysis has been conducted to show how we compare against the national statistics. Nationally, all police forces are required to monitor the number of offences against five strands of hate crime:

- Disability
- Race
- Religion or belief
- Sexual orientation
- Trans*.

Within the race and religion strands, Greater Manchester Police (GMP) records the hate crimes that are anti-Semitic or motivated by Islamophobia. From April 2013, following work with the Sophie Lancaster Foundation, GMP also monitors hate incidents and hate crimes motivated by the victim’s alternative subculture.

Hate crimes recorded by the police by monitored strand: national and regional figures 2014/15

<table>
<thead>
<tr>
<th>Hate crime 2014/15</th>
<th>England and Wales</th>
<th>Greater Manchester</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Count</td>
<td>%</td>
</tr>
<tr>
<td>Race</td>
<td>42,930</td>
<td>82</td>
</tr>
<tr>
<td>Religion</td>
<td>3254</td>
<td>6</td>
</tr>
<tr>
<td>Sexual orientation</td>
<td>5597</td>
<td>11</td>
</tr>
<tr>
<td>Disability</td>
<td>2508</td>
<td>5</td>
</tr>
<tr>
<td>Trans*</td>
<td>605</td>
<td>1</td>
</tr>
<tr>
<td><strong>Total number of hate crimes</strong></td>
<td><strong>52,528</strong></td>
<td></td>
</tr>
</tbody>
</table>

(Some crimes may include more than one strand.)
During 2014/15, 7% (3,926) of all hate crimes reported across England and Wales were reported in Greater Manchester. The proportion of hate crimes reported in Greater Manchester for each of the monitored strands is comparable to those reported across England and Wales with only slight differences: the proportion motivated by religion is one percentage point higher in Greater Manchester (7%) and the proportion motivated by disability is one percentage point lower in Greater Manchester (4%) when compared to England and Wales.

Hate crimes reported in Manchester

The figures below show the number of hate crimes reported across Manchester during the three years from 2012/13 to 2014/15.

During 2014/15, almost a third (1,216 or 31%) of all hate crimes reported across Greater Manchester (3,926) were committed in Manchester. The number of hate crimes reported across Manchester increased by 42% (+357) between 2012/13 and 2014/15.

### Hate crimes reported in Manchester from April 2012 to March 2015, by monitored hate strand

<table>
<thead>
<tr>
<th>Hate crime</th>
<th>2012/13</th>
<th>2013/14</th>
<th>2014/15</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Count</td>
<td>%</td>
<td>Count</td>
</tr>
<tr>
<td>Race</td>
<td>747</td>
<td>87</td>
<td>726</td>
</tr>
<tr>
<td>Religion</td>
<td>30</td>
<td>3</td>
<td>41</td>
</tr>
<tr>
<td>Sexual orientation</td>
<td>87</td>
<td>10</td>
<td>99</td>
</tr>
<tr>
<td>Disability</td>
<td>13</td>
<td>2</td>
<td>14</td>
</tr>
<tr>
<td>Trans*</td>
<td>2</td>
<td>0.2</td>
<td>9</td>
</tr>
<tr>
<td>Alternative subculture</td>
<td></td>
<td></td>
<td>2</td>
</tr>
<tr>
<td>Anti-Semitic hate crime</td>
<td>13</td>
<td>2</td>
<td>16</td>
</tr>
<tr>
<td>Islamophobic hate crime</td>
<td>17</td>
<td>2</td>
<td>32</td>
</tr>
<tr>
<td><strong>Total number of hate crimes</strong></td>
<td><strong>859</strong></td>
<td><strong>865</strong></td>
<td><strong>1216</strong></td>
</tr>
</tbody>
</table>

(Some crimes may include more than one strand.)

* Trans is an umbrella and inclusive term describing people whose gender identity differs in some way from the one they were assigned at birth, including non-binary people, cross-dressers and those who partially or incompletely identify with their sex assigned at birth.
Hate incidents reported in Manchester

The figures below show the number of hate incidents reported across Manchester during the three years from 2012/13 to 2014/15.

During 2014/15, a quarter (341 or 25%) of all hate incidents reported across Greater Manchester (1,390) were committed in Manchester. The number of hate incidents reported across Manchester increased by 47% (+109) between 2012/13 and 2014/15.

Hate incidents reported in Manchester from April 2012 to March 2015, by monitored hate strand

<table>
<thead>
<tr>
<th>Hate incident</th>
<th>2012/13</th>
<th>Count</th>
<th>%</th>
<th>2013/14</th>
<th>Count</th>
<th>%</th>
<th>2014/15</th>
<th>Count</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Race</td>
<td></td>
<td>190</td>
<td>82</td>
<td>190</td>
<td>75</td>
<td></td>
<td>268</td>
<td>79</td>
<td></td>
</tr>
<tr>
<td>Religion</td>
<td></td>
<td>14</td>
<td>6</td>
<td>22</td>
<td>9</td>
<td></td>
<td>45</td>
<td>13</td>
<td></td>
</tr>
<tr>
<td>Sexual orientation</td>
<td></td>
<td>31</td>
<td>13</td>
<td>42</td>
<td>17</td>
<td></td>
<td>40</td>
<td>12</td>
<td></td>
</tr>
<tr>
<td>Disability</td>
<td></td>
<td>3</td>
<td>1</td>
<td>6</td>
<td>2</td>
<td></td>
<td>10</td>
<td>3</td>
<td></td>
</tr>
<tr>
<td>Trans*</td>
<td></td>
<td>2</td>
<td>1</td>
<td>1</td>
<td>0.4</td>
<td></td>
<td>4</td>
<td>1</td>
<td></td>
</tr>
<tr>
<td>Alternative subculture</td>
<td></td>
<td>0</td>
<td>–</td>
<td>–</td>
<td>–</td>
<td></td>
<td>1</td>
<td>0.3</td>
<td></td>
</tr>
<tr>
<td>Anti-Semitic hate crime</td>
<td></td>
<td>5</td>
<td>2</td>
<td>10</td>
<td>4</td>
<td></td>
<td>20</td>
<td>6</td>
<td></td>
</tr>
<tr>
<td>Islamophobic hate crime</td>
<td></td>
<td>4</td>
<td>2</td>
<td>8</td>
<td>3</td>
<td></td>
<td>16</td>
<td>5</td>
<td></td>
</tr>
<tr>
<td><strong>Total number of hate crimes</strong></td>
<td>232</td>
<td>252</td>
<td>341</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

(Some crimes may include more than one strand.)

The long-term trend has seen an increase in both hate crimes and hate incidents in Manchester over the past three years. This increase has been experienced across all strands of hate crime.

Recent peak increases in anti-Semitic hate crime and Islamophobia have coincided with conflict in Gaza as well as national and international events, and reflect the experience across the Greater Manchester authorities. Outside of this correlation, other incidents did not appear to follow specific patterns or relate to specific events, so increases in recorded crimes and incidents are likely to reflect an increased willingness to report.

Having this analysis allows us to highlight areas in the city where we need to focus our resources and efforts, identify emerging trends and monitor our performance.
WHAT YOU TOLD US – HATE CRIME CONSULTATION FINDINGS

A consultation period ran from May to September 2015. We sought feedback on our activity over the past three years, the current strands and priorities, and the types of activity we should be focusing on over the next three years.

In order to consult as widely as possible, a number of engagement methods were used. A launch event was held in May 2015 to consult with partners and stakeholders, and a similar event took place at the Challenging Hate Forum in June 2015. At these events there was an offer for bespoke consultation sessions, which resulted in a number of focus groups being held for communities of interest.

Victim Support undertook an online survey and face-to-face interviews with victims of hate crime to better understand their experiences, views and perceptions.

We also hosted an online questionnaire, which was available on the Making Manchester Safer and Council websites from 27 July to 14 September 2015. This questionnaire was promoted through a variety of media, the Council’s website, ward Twitter accounts, and at events such as Pride and Sparkle. A free postal address option was available for hard-copy questionnaires that had been circulated to all libraries, third-party reporting centres and police enquiry desks.

Forty-one responses were received online and via the post, and over one hundred delegates attended the consultation events. More than sixty people attended the bespoke focus groups, which were held with young people, disability and faith groups.
Key findings

Engagement in the strategy development
Feedback told us that partners and the community welcomed early involvement in the development of this strategy. Contributors also requested a chance to provide a critical read of the draft strategy and offer suggestions. It was highlighted that the language in this strategy needed to be more supportive, empowering and encouraging.

Strands and priorities
There was resounding support for the continuation of the existing strands and priorities that are currently in the 2013–16 Hate Crime Strategy. In the future the new strategy will specifically focus on Islamophobia and anti-Semitism.

Building cohesive and resilient communities where hate crime and discrimination are not tolerated was prominent in the feedback from our consultation. The need to respond to the issue of online and cyber bullying was considered extremely important at a time when social media is instantly accessible, especially by young people. These findings will now be included as specific priorities.

Reporting
Many respondents identified that communities need to have more confidence in the police and the Council to encourage reporting. Feedback from the online surveys illustrated that only a third of those who had experienced a hate crime had reported it, although those who did report were all happy with the way it was handled.

It was identified in the consultation and by victims of hate crime that more information should be shared about the criminal justice process and prosecutions.

Communication
Feedback highlighted that there was an ongoing need to educate people and raise awareness of the differences between hate crimes and hate incidents. Respondents also told us that information about the criminal justice process, victims’ experiences and successful prosecutions needed to be more forthcoming.

Hate Crime Awareness Week
Those who had heard about HCAW considered it a worthwhile and positive event. It was identified that there needs to be more time to plan and apply for grant funding. For some, it was felt that the January timeslot was not necessarily the most appropriate as it is too close to Christmas. Many organisations shut down over this period and it is felt that it is a bit rushed. Others thought it was good as there were not many other events taking place then.

Feedback told us that HCAW activity should not stop after the week of action ended. Funding for community activity should be made available throughout the year.

More detailed information regarding the responses is available in a separate document: Hate Crime Strategy Consultation – Summary of Responses.
OUR PRIORITIES FOR THE NEXT THREE YEARS

In response to the consultation findings we have added to the strands that we will record and monitor over the next three years. In addition to religion or belief we will specifically monitor incidents of anti-Semitism and Islamophobia.

The monitored strands are now:

- Disability
- Race
- Religion or belief including Islamophobia and anti-Semitism
- Sexual orientation
- Trans*
- Alternative subculture.

Our key priorities will be:

- Supporting the victims of hate crime
- Preventing hate crime
- Increasing the reporting of hate crime and hate incidents
- Taking effective action against perpetrators
- Improving partnership responses
- Continuing to build cohesive and resilient communities where hate crime and discrimination are not tolerated
- Targeting online hate crime.
Getting things done

Based on the feedback from the consultation, engaging with stakeholders and analysing hate crime statistics, these refreshed priorities will be the main focus of the work undertaken throughout the life of this strategy. An action plan will be developed that will detail all the activity that needs to be undertaken to meet our strategic priorities.

- We will continue to promote increased reporting, including exploring other reporting mechanisms, such as web-based platforms.
- We will contribute towards a Greater Manchester-wide review of third-party reporting centres and continue to provide training for the centres to ensure that they can deliver the support required in their local communities. We will revisit this training and refresh if necessary to ensure that standards are the same across all centres. We will also raise awareness of the location and purpose of the centres among communities.
- We will continue to raise awareness through activities such as Hate Crime Awareness Week, and other events throughout the year.
- We will work locally to ensure that appropriate action is taken swiftly to address hate crime using both criminal and civil powers available to us.
- We will support people through the criminal justice system, and the Crown Prosecution Service will undertake more activity to explain the criminal justice system.
- We will build confidence among communities to report hate crime and hate incidents.
- We will work with perpetrators of hate crime to change their behaviour.
- We will explore appropriate responses to perpetrators of hate crime, including restorative justice where the victim considers this to be a suitable response.
- We will monitor demographic and geographical information to ensure that responses are targeted within communities and locations.
- We will monitor the action taken to address hate crime.
- We will work closely with partners, including voluntary and community sector organisations, independent advisory groups and registered providers to maximise our collective efforts.
OUR PLEDGES

- We will continue to promote education and awareness of what hate crime and incidents are and how victims can access help and support.
- We will continually monitor and measure hate crime, incident trends and statistics to ensure that we identify emerging issues and focus resources accordingly.
- We will expand and increase the work we do to support HCAW by working with other partners across Greater Manchester and working closely with the office of the Police and Crime Commissioner.
- We will continue to work with community organisations to build strong, resilient communities and further increase the number of third-party reporting centres in those communities.
- We will continue to celebrate and embrace the rich heritage, diversities and cultures that make Manchester great.
HOW TO REPORT HATE CRIME

Tackling hate crime and hate incidents is our shared priority. If you have been a victim of hate crime, you can report it and access help.

Call 101 or 08000 830007.

Visit report-it.org.uk

For details of third-party reporting centres visit: manchester.gov.uk/downloads/download/6125/third_party_reporting_centres_for_hate_crime
MONITORED HATE CRIME DEFINITIONS

Hate crime
A hate crime is any criminal offence that is motivated by hostility or prejudice based upon the victim’s:

- Disability
- Race
- Religion or belief, including Islamophobia and anti-Semitism
- Sexual orientation
- Trans*
- Alternative subculture.

Hate crime can take many forms, including:

- Physical attacks, such as physical assault, damage to property, offensive graffiti and arson
- Threat of attack, including offensive letters, abusive or obscene telephone calls, groups hanging around to intimidate, and unfounded, malicious complaints
- Verbal abuse, insults or harassment, such as taunting, offensive leaflets and posters, abusive gestures, dumping of rubbish outside homes or through letterboxes, and bullying at school or in the workplace.
What is disability hate crime?
Any criminal offence perceived by the victim or any other person to be motivated by hostility or prejudice based on a person’s disability or perceived disability.

What is racist hate crime?
Any criminal offence perceived by the victim or any other person to be motivated by hostility or prejudice based on a person’s race or perceived race.

What is religious hate crime?
Any criminal offence perceived by the victim or any other person to be motivated by hostility or prejudice based on a person’s religion or perceived religion.

What is sexual orientation hate crime?
Any criminal offence perceived by the victim or any other person to be motivated by hostility or prejudice based on a person’s sexual orientation or perceived sexual orientation.

What is trans* hate crime?
Any criminal offence perceived by the victim or any other person to be motivated by hostility or prejudice against a person who is trans* or perceived to be trans*.

What is alterophobia?
Any criminal offence perceived by the victim or any other person to be motivated by hostility or prejudice against a person of an alternative subculture or a perceived alternative subculture.

What is a hate incident?
Any non-crime incident perceived by the victim or any other person to be motivated by hostility or prejudice based on a person’s disability, race, religion or sexual orientation (or perceived disability, race, religion or sexual orientation) or against a person who is trans* or perceived to be trans*.

An example of a hate incident would include name-calling, abusive language or behaviour.

Perpetrators are subject to a range of tools and powers available to the Community Safety Partnership, including restorative justice and civil enforcement, eg. injunctions.

* Trans is an umbrella and inclusive term describing people whose gender identity differs in some way from the one they were assigned at birth, including non-binary people, cross-dressers and those who partially or incompletely identify with their sex assigned at birth.