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INTRODUCTORY SECTION

1 EXECUTIVE SUMMARY

1.1 ABOUT THIS RESEARCH

Michael Bell Associates were commissioned in autumn 2009 by the London Borough of Tower Hamlets on behalf of the Race & Hate Inter Agency Forum (RHIAF) to undertake a research study to deepen their understanding of the needs of victims of hate crime in order to ensure that services for victims are responsive, effective and appropriate. The key aims of this research were two-fold:

- To build local evidence base and enhance the partnership's understanding of the needs and experiences of victims of hate crime.
- To ensure that the most vulnerable victims in our community can be heard and understood and services can be developed to meet their needs.

The work was undertaken in three phases:

- Phase One - Project Inception
- Phase Two - Fieldwork
- Phase Three - Reporting & Dissemination.

For this research one-to-one interviews were held with 28 victims of hate crime and 15 key stakeholders. In addition, stakeholders were able to participate in this research through a series of workshops and events. A focus group was held with 12 young people participating in the Champions programme.

1.2 POLICY CONTEXT

In recent years national policy has begun to attach priority to tackling hate crime, initially with racially aggravated offences but now extending across the other equality groups (faith, sexuality, disability, gender and age). The Government has committed to introduce a flagging system for the police to identify all hate crimes by December 2009 and the Association of Chief Police Officers is re-writing guidance to include hate crime reporting and case studies to encourage a more tailored response to supporting victims of hate crime.

Tower Hamlets has demonstrated a strong commitment at the highest levels to both tackling hate crime and providing support to victims of hate crime. This forms part of the Council's wider commitment to equality recognised in Tower Hamlets being the first to

attain Level 5 of the Equality Standard for Local Government, its high ranking in the Stonewall equality index etc. The Crime & Disorder Reduction Partnership (CDRP) also places considerable emphasis on tackling hate crime the Community Plan now makes a strong reference to the “No Place for Hate” campaign. It has established a multi agency forum as a sub-group of the CDRP, the Race Hate Inter-Agency Forum (RHIAF), and this is chaired by a senior officer, the Council’s Head of Scrutiny and Equalities.

This commitment has brought a tangible range of significant achievements over the last few years, including:

- Producing the comprehensive Hate Crime Manual
- Commissioning the Disability Hate Crime Report and Information Pack,
- Establishing the Champions Project, a well resourced Third Party Reporting programme.
- Systematic investigation by partners of all individual cases through the Hate Incidents Panel and
- Establishing the No Place for Hate Campaign and Pledge.

The Council have set themselves high targets for enforcement actions against perpetrators¹ and the Police Community Safety Unit, one of the best resourced in London, consistently meets their sanction detection rates.²

RHIAF has an extremely broad membership and a substantial record of achievement which is nationally recognised as best practice and has been commended for “bringing about positive changes”. For the coming year RHIAF and its member organisations have committed to an extensive range of actions, designed to ensure that all take responsibility for tackling hate crime and delivering against this agenda.

¹ To take enforcement actions in 75% of cases where there is a known perpetrator.

² Racial Sanction Detection Rate of 29.4% and Homophobic Sanctioned Detection Rate of 41%.

1.3 HATE CRIME IN TOWER HAMLETS

From Police data Tower Hamlets has the third highest rate of racially or religiously aggravated offences in London. In the last year more than 400 individuals reported hate crimes the majority of which related to race or faith with around 12% being homophobic. These vary from harassment and abuse to common assault through to grievous bodily harm.

The Home Office estimates that as much as 80-90% of hate crime goes unreported, this would equate to another 2-4000 cases in Tower Hamlets per year.

As with many other crimes, young people are most at risk of being the victims of hate crime, and young men are also most likely to be the perpetrators.

Section 4 of this report provides a range of detailed reports on the number and type of cases in the borough.

1.4 IN OUR OWN WORDS

At the heart of this research are the interviews with victims themselves. For interviewees the majority (59%) of hate crime incidents appeared to be racially motivated. In addition respondents described 9% of occurrences that were religiously motivated, 8% were homophobic, and another 8% due to prejudice against the disabled. An additional 16% of incidents did not appear to have a clear prejudicial basis but were related to other causal factors of stress, social antagonism, timing, and workplace hazards.

Most of the respondents (52%) experienced incidents in or around their homes. 16% occurred at educational institutions while another 16% in other public places (such as streets or shops). 12% of incidents occurred at workplaces and another four% of incidents occurred at or near a place of worship.

Three quarters (72%) of the incidents occurred within the past six months with 4% having occurred in the six months preceding that. A further 24 had occurred more than one year ago. Most respondents (52%) had experienced multiple occurrences of hate crime or linked the latest occurrence to earlier incidents. For the remaining 48% their experience of a hate crime appeared to be isolated and singular.

Most respondents described fear and anxiety as their major and sustained emotional response to the experience of hate crimes. For those who experienced incidents near the home this fear made them feel unsafe within the home and left them feeling perpetually

insecure. For some these feelings were compounded by a loss of respect and feelings of shame, especially if family members were present during the incident.

The longer term effects of hate crime were described by most interviewees as lingering fear, anxiety, and the expectation of further abuse. The expectation of further abuse caused many respondents to change their behaviour and attitudes to the surrounding environment. The effects have been so strong for some that they have changed accommodations or courses of study and the reverberations have affected entire families.

Two thirds of respondents reported incidents to the police, indicating a high level of trust in the law enforcement system. As noted above, the police Community Safety Unit consistently meets its Sanctioned Detection Rate targets in relation to hate crime and has demonstrated the highest level of commitment to partnership working and to RHIAF. However, whilst there were reports of high levels of satisfaction with the police, there were also reports of frustration with perceived inertia or discrimination from some parts of the police service and from other parts of the criminal justice system that the public often mistakenly perceive to be “part of the police”, most notably the Crown Prosecution Service.

Around one in three of those using Victim Support were referred directly by the police. Most of the remaining two-thirds came to contact Victim Support themselves through referral by other sources or word of mouth. Only two respondents had gone to court over their experience of hate crime.

One third of respondents had reported the incidents to their landlords or to housing associations. Of this one third the majority described being ignored or not being taken seriously by landlords and housing associations. Two-thirds of respondents said that they had used third party reporting systems, mainly as a source of information.

In describing which services and people were most helpful to them during their ordeal with hate crime, respondents listed local community organisations, Victim Support, and the police as most helpful. One in four listed the police as most helpful and 8% of respondents felt their local MP was most helpful for them.

On the other hand, many respondents (42%) listed the police as the least helpful to them. This is because of perceptions of racism, prejudice and indifference. One third reported

that housing associations and local council housing staff were the least helpful to them.

The majority of respondents felt that the best way to improve services for victims of hate crime would be to target the police, housing associations, and the Council. In general, speed of responses and action and better coordination across agencies and service providers were the major areas of advice from the interviewees.

When asked what they would advise a friend to do who had been through a similar incident, the majority said they would tell them to go straight to the police. Additionally, many described the complexity of navigating the associated procedures involved in reporting hate crime to the police and accessing related services such as Victim Support or Council services. For this reason many respondents described the necessity of taking an active hand in guiding future victims through the entire process.

1.5 CONCLUSIONS & RECOMMENDATIONS

Section 7 of the full report provides a detailed context for each of the recommendations. In this section we provide a summary with only the recommendations from this research.

1.5.1 A PRIORITY FOR TOWER HAMLETS

- R1. As opportunities arise to refresh key strategic documents the Council should use these to re-state and reinforce its commitment to tackling hate crime.
- R2. The Council should consider appointing a lead member as the borough's champion for hate crime.
- R3. Tower Hamlets should work through London Councils to develop a means of ensuring that efforts to tackle hate crime have a robust indicator of performance.

1.5.2 TACKLING HATE CRIME THROUGH PARTNERSHIP

R4. Consideration should be given to establishing a smaller “executive” committee, perhaps based around the Hate Incidents Panel to drive the strategic agenda between meetings.

1.5.3 THE SCOPE OF THE FORUM

R5. Consideration should be given to re-naming the Forum to reflect its concern with the wider scope of hate crime and reinforce the message that Tower Hamlets considers tackling all hate crime and incidents a priority.

R6. We recommend that RHIAF reviews its objectives and restates these as tackling hate crime through four strategic objectives:

- 1) Actions to prevent hate crime and promote community cohesion
- 2) Actions to improve services to victims and raise victims’ satisfaction with both reporting mechanisms and outcomes
- 3) Actions to improve actions taken against perpetrators
- 4) Actions to improve the reporting of hate crime.

R7. 1) Actions to prevent hate crime and promote community cohesion should include:

Deterrence - building upon the actions taken under strategic objective 3 below RHIAF should develop a media strategy to promote the outcome of hate crime reports and the actions taken against perpetrators.

Education - building upon the work undertaken in schools and in the youth service, the Council should continue to develop work on in educational and related settings about hate crime. This should be linked to individual establishments’ anti-bullying strategies which must include all equalities groups and explicitly address tackling discriminatory behaviour. Attention should also be paid to raising awareness and addressing negative attitudes to other communities in young people not in education, employment or training (NEETs)

Investment - the Council’s capital programmes should be directed to prioritising investments that reduce tensions in neighbourhoods such as sound proofing in homes, improved refuse points etc. and in improving deterrence, such as CCTV.

Early intervention - that situations are identified and opportunities provided for de-escalation of disputes (particularly between neighbours) that may lead

to hate crime incidents, through, for example, mediation services.

R8. 2) Actions to improve services to victims and raise victims' satisfaction with both reporting mechanisms and outcomes.

Service Standards - All services should have clear, explicit and publicly available commitments around hate crime, linked to the Pledge and based around those set out in the Hate Crime Manual

Monitoring - All victims using police, council or TPR reporting opportunities should be provided with the opportunity to participate in a satisfaction survey. This should include their:

- experiences of reporting,
- support in identifying desired outcomes,
- satisfaction with actual outcomes,
- access to other support services arising from their hate crime incident and,
- willingness (or otherwise) to act as advocates to friends and family for reporting similar incidents.

These should be undertaken within one month of reporting the incident and six months after reporting the incident.

Evaluation - Results should be analysed and reported to RHIAF with action plans developed based on findings.

R9. 3) Actions to ensure enforcement is taken against perpetrators - to reflect victims' concerns with improving outcomes from their reports of hate crime: RHIAF should work with the new CPS Borough Hate Crimes Co-ordinator to increase the rate of prosecutions for hate crime.

The Council should work with landlords to improve actions up to and including the eviction of perpetrators of hate crime.

The Council should examine the greater use of anti-social behaviour orders for perpetrators of hate crime.

The Council should work with Youth Offending Teams, Pupil Referral Units, Schools and Youth Services to develop a range of appropriate actions to be taken with young perpetrators of hate crime.

The police and council should work together to identify the scope for securing funding and applying alternative means of redress including restorative justice methods in cases of hate crime.

R10. 4) Actions to improve the reporting of hate crime should continue to seek to improve the sharing of information between agencies and maintaining a range of methods and places where the public can report hate crime.

Police - whilst opportunities for locally reporting hate crime appeared to work relatively well there was some dissatisfaction with remote reporting (call centres) located outside the Borough. Tower Hamlets police need to work with their colleagues in the MPS to raise the quality of service from these centres.

Council - the council needs to maintain the opportunities for reporting hate crime currently on offer. It needs to work with its registered social landlords to develop common standards for reporting and acting upon hate crime for all public sector tenants.

TPR - the breadth of current coverage needs to be maintained and regularly reviewed.

1.5.4 EXTENDING THE DEFINITION OF VICTIMS

R11. RHIAF should consider extending its definition of hate crime beyond the six equality groups to others who are at risk of victimisation because of their perceived identity.

R12. RHIAF should consider developing a response that targets resources towards those whose vulnerability may place them at greater risk of victimisation, in particular those with poor mental health. This targeting of resources should include those who are victims of hate crime, not because they fall into one or more of the six equality groups, but because of other aspects of their identity or lifestyle, such as homeless people.

R13. Should RHIAF consider extending the definition of hate crime and targeting resources at those individuals considered "vulnerable" the Council will need to ensure that there is clarity in the relative roles of Community Safety and the Adult Protection Team.

R14. RHIAF should continue its work on developing common definitions for use by all partners in describing hate crime and the responses made to tackle these incidents.

1.5.5 THIRD PARTY REPORTING

R15. The breadth of current TPR schemes should be maintained, but subject to

review at least once every two years to ensure that the mix of TPR schemes reflects the emerging diversity in the borough.

R16. The Forum should work with the Inter Faith Forum to give consideration to engaging the Catholic Church as a TPR to ensure that people from Eastern European countries had access to reporting options.

R17. Guidance should be sought from the police on local policy in relation to detention and removal for those who do not have the right to remain in the UK wishing to register a complaint about hate crime and issued through the Forum to all TPRs.

R18. The Council should review the resources available to support TPRs to ensure that they can comply with the standard procedures and common documentation. Support should be targeted at those who have committed to the Hate Crime Pledge.

R19. The Council should use its funding to the voluntary and community sector as leverage to secure their engagement in the commitment to tackle hate crime including the expectation that they will move to signing the Pledge.

R20. The Council should examine the scope for developing its procurement processes for all goods and services to include commitment to signing and delivering the Pledge.

1.5.6 SUPPORT FOR VICTIMS & THE IMPACT OF HATE CRIME

R21. RHIAF may wish to consider developing the current directory of services contained in the Hate Crime manual to more clearly identify those agencies that can provide both practical and pastoral support to victims of hate crime to facilitate better and speedier referral to the appropriate agency. Opportunities for sharing best practice between front-line staff in Council services and TPRs should be considered. The development of the directory could provide another opportunity to promote the Hate Crime Pledge with those included in the directory expected to commit to the Pledge.

R22. RHIAF may wish to consider ways in which it could support the development of more pastoral care and emotional support to victims. This could include providing opportunities for building the resilience of at risk individuals and victims adapting models developed to tackle domestic violence.

R23. The council should work with its partners in the PCT to prioritise victims of hate crime as beneficiaries of the Improving Access to Psychological Therapies (IAPT) programme as this comes on stream in the borough.

1.5.7 THE POLICE AND THE JUDICIAL PROCESS

R24. Tower Hamlets police need to ensure that there is training available to all staff in dealing with hate crime victims. This should include civilian staff operating reception services. Tower Hamlets police need to work with their colleagues in the MPS to ensure that such training is extended to call centre staff operating outside the borough.

R254. The police need to increase the priority given to informing victims of progress in their case and for hate crime victims ensure that they meet the requirements of the Policing Pledge to keep victims informed at least once a month.

R26. Tower Hamlets police need to consider their wider response to, and community relations with people from Somalia. Consideration should be given to ensuring that appropriate language support is available to all reception staff to ensure better access for people from this community.

R27. The CDRP with the local Criminal Justice Board and Thames Court need to work with the CPS to increase the number of cases resulting court action.

R28. The CPS needs to improve the communication of its decision making on proceedings to the victims of hate crime.

1.5.8 OTHER SUPPORT AGENCIES

R29. The Council may wish to consider establishing a time limited project to work with RSLs to implement the protocol for dealing with the victims of hate crime and target hardening in relation to actions against perpetrators. This should include sanctions up to and including the eviction of perpetrators and investment to reduce the risk of repeat attacks. As a minimum the Council should work to ensure that all RSLs have signed the Hate Crime Pledge and have developed ways of "living the Pledge".

1.5.9 THE COUNCIL'S SERVICES

R30. The Council has done much to provide leadership in tackling hate crime. In pursuing this leadership role it needs to maintain a focus on the central importance of the role of front-line staff in Council services, particularly call

centres and One Stop Shops. Continued investment in the work-force to ensure that front-line staff can offer victims dignity, respect and a non-judgemental service when reporting incidents is essential. There should be continued investment in staff's ability to properly record such incidences. In line with R.6 training for some staff may need to include identification of potential cases in order to refer on to early intervention services.

1.5.10 YOUNG PEOPLE

R31. Young people are most likely to be both the victims and the perpetrators of hate crime. As part of its developing prevention agenda RHIAF should focus considerable effort on working with young people to develop a range of initiatives to both include reporting but also to tackle the attitudes and behaviours of perpetrators.

2 BACKGROUND

2.1 BACKGROUND & PURPOSE OF THIS REPORT

Michael Bell Associates were commissioned in autumn 2009 by the London Borough of Tower Hamlets on behalf of the Race & Hate Inter Agency Forum (RHIAF) to undertake a research study to deepen their understanding of the needs of victims of hate crime in order to ensure that services for victims are responsive, effective and appropriate.

Aims & Objectives

The key aims of this research were two-fold:

- To build local evidence base and enhance the partnership's understanding of the needs and experiences of victims of hate crime.
- To ensure that the most vulnerable victims in our community can be heard and understood and services can be developed to meet their needs.

2.2 METHODOLOGY

The main objectives were:-

- To ensure that victims of all forms of hate incidents have access to appropriate protection and support.
- To review effectiveness of hate crime service provisions and have recommendations to improve service access, provisions and delivery for all victims of hate crime.
- To identify reasons for under reporting of hate incidents and explore the effectiveness of referral process.
- To ensure value for money for future hate crime projects in that resources will be allocated to meet victims' needs identified through the research report.
- Increase awareness and reporting of hate crime and deter perpetrators through implementation of recommendations made.

Within these aims and objectives the research paid particular attention to victims on the basis of age (older and young people), disability, faith or belief, sexual orientation (including lesbian, gay, bisexual and transgender communities) race, new residents and gender/gender identity. We stress that these communities of interest are not always mutually exclusive and indeed victims' perceptions of their victim-hood can also reflect the multiple identities held by individuals.

The research programme was overseen and guided by a steering group which met

frequently throughout the project.

Programme of Work

The work was undertaken in three phases:

- Phase One - Project Inception
- Phase Two - Fieldwork
- Phase Three - Reporting & Dissemination

Project Inception

The first phase of the project aimed to establish a sound foundation for the rest of the project. Activities included:

- Holding a commissioning meeting to both provide the opportunity to refine the programme, develop key questions and identify key milestones for the research team, and to provide an opportunity for commissioners to provide the research team with soft intelligence on the priorities of the RHIAF and other local issues.
- Following on from this meeting we undertook a desk-based review of evidence. Including analysis of hate crime in the Borough against different communities as reported to the Police and the Council and an examination of the impact of legislative and policy changes.
- This information was used to develop a draft interview schedule and sample frame with targets for interviews with individuals from different communities/victims of different types of hate crime.
- In November 2008 we held a stakeholder meeting of key community organisations to present the research programme, issues identified in the desk based review of evidence and receive comments on the draft interview schedule and sample frame. The meeting was also used to encourage VCOs to identify possible individuals for interview.

Fieldwork

The second phase of the programme focussed on undertaking the fieldwork. The activities include:

- On the basis of the sample frame we recruited and trained a team of local people as community researchers.
- Interviews were undertaken by community researchers and it was initially intended to undertake around 50 face-to-face interviews with victims. The use of community researchers allowed for interviews to be undertaken in non-English mother tongues where appropriate. In practice this target, representing around

15% of all victims reporting incidences proved too ambitious. A total of 52 interviews were arranged and booked, a number of these were discounted (for example the incident took place outside the borough and the individual also lived outside the Borough) or the interviewee failed to turn up to interview (all “no shows” were offered alternative dates) In total 28 interviews were completed and used in the analysis for this report.

- Data-inputting & Analysis - Each interview was taped and transcribed and has been analysed.

Reporting & Dissemination

The final phase of the research focused on refining the findings and developing recommendations. The key activities include:

- Preparation of this consultative document with key emerging findings
- This document will form the basis of the discussion at a half day Co-operative Enquiry Workshop on 16th March to test and refine the findings and develop practice-based recommendations for the future.
- Young people’s focus group - to compensate the research for the lower than expected useable victim interviews a focus group with young people who are part of the Hate Crime Champions Project at Tolerance in Diversity. A total of 12 young people participated in this group.
- Stakeholder interviews - the lower than anticipated number of victim interviews allowed for more extensive work with 15 stakeholders representing a cross section of interested parties. A total of 14 interviews were held, one interviewee cancelled their meeting and they were provided with the opportunity to provide written commentary.
- Following on from this workshop and interviews this Final Report has been developed.

KEY FINDINGS

3 CONTEXT

3.1 THE NATIONAL POLICY CONTEXT

It is only in recent years that hate crimes have been prioritised at a national level, with Councils such as Tower Hamlets leading the way in both gathering data and working with the police and other parties to increase awareness and develop policies to tackle it. The McPherson Report into the police handling of the Stephen Lawrence murder inquiry raised the profile of racism as a major public policy issue and this resulted in a number of pieces of new legislation and policy guidance.

Amongst the new legislation emanating from this period was the Crime and Disorder Act 1998, which gave courts powers to impose more severe sanctions for racially aggravated offences and defined a racially motivated attack for the first time. The Criminal Justice Act 2003, which took effect in April 2005, gave the courts similar powers for dealing with offences motivated or aggravated by the victim's sexual orientation. In the same year, the Government agreed amendments to the Disability Discrimination Act so that it addresses hate crimes against disabled people.

Courts are most likely to increase sentences in cases where the racial element has been brought to their attention. The Crown Prosecution Service (CPS) has indicated its commitment to showing sensitivity and understanding to victims and witnesses through the adoption of national standards for witness care, such as The Prosecutor's Pledge and recognises the importance of keeping victims informed about the progress of cases.

The CPS also established a Hate Crimes Monitoring Project in order to improve the recording and presentation of hate crime monitoring and has recently started a consultation process to improve current monitoring of ethnicity. It has introduced for both victims and defendants a new set of categories: disability, religion, sexual orientation, and transgender status. In 2006 the CPS began a consultation on the most effective ways of flagging different types of hate crime including proposals to record which types of agencies victims are referred to for support - specialist hate crime agencies, Victim Support and Witness Service - to ensure that appropriate referrals are made³.

³ *CPS proposals for new areas of hate crimes data collection*, Hate Crime Monitoring Project - External Consultation Document (May 2006)

In the summer of 2000, the Metropolitan Police set out the minimum standards for all staff involved in the initial reporting and investigation of hate crime and support for victims. Major changes have been introduced in the police themselves, such as compulsory race awareness training and the introduction of new policies to deal with racial and sexual minorities. However, there is still concern about the police approach in dealing with culturally sensitive incidents.

3.2 RECENT POLICY DEVELOPMENTS

Tackling hate crime is not a single agency responsibility. Schools and other educational bodies are crucial partners in tackling hate crime, in part because of their key role in shaping ideas and attitudes, but also because most hate crime is perpetrated by young people and they are often its victims. Local authorities and housing associations also play an important role in tackling hate-motivated crimes and offering support to victims, even where the perpetrator was not a tenant.

The 1998 Crime and Disorder Act established partnerships between the police, local authorities, probation service, health authorities, the voluntary sector, local residents and businesses. The Crime & Disorder Reduction Partnerships (CDRPs) work to reduce crime and disorder in their area by devising a strategy to tackle priority problems. The strategy is based on a community consulting exercise to establish the levels of crime and disorder and align their vision with that of minority groups.⁴

In November 2005, the Home Office issued a National Community Safety Plan 2006-9, setting out the Government's five key priorities for creating a safe and secure environment. The underlying aim of this Plan is to make communities stronger and through engagement with key groups, help communities to take greater responsibility for safety. Hate crime is a specific priority of the plan and proposed measures for, "protecting the public and building confidence"⁵ include:

- Increase victims' and witnesses' satisfaction with the Criminal Justice System;
- Legislate to bring in an offence of incitement to religious hatred;
- Give victims and witnesses a statutory right to high standards of treatment from criminal justice agencies;
- Improve the confidence of people from BME communities that they will be treated fairly by the Criminal Justice System.

⁴ www.crimereduction.gov.uk

⁵ Home Office *National Community Safety Plan* (November 2006)

Over the last ten years the Government has introduced a range of measures to improve services to victims of crime. Many of these measures were set out by the Government in 2003 in *A New Deal for Victims and Witnesses*, which outlined its plans to increase the satisfaction and confidence of victims and witnesses and to meet their different needs.

In October 2004, the Government set out a framework for delivering these objectives in the *Victims and Witnesses Delivery Plan*.

Reforms resulting from the plan include the development of Witness Care Units, the introduction of a new Code of Practice for Victims of Crime, proposals for a Witness Charter and most recently a consultation document on supporting victims of crime, including a Victim's Commissioner⁶.

The Code of Practice for Victims of Crime governs the services to be provided by a range of criminal justice organisations⁷. It aims to ensure that all victims have access to a range of support services in their area and sets out the procedure for police referrals to Victim Support. The new Witness Care Units, 165 across England and Wales, bring together the Crown Prosecution Service and the police as a single point of contact for victims and prosecution witnesses⁸. In November 2005 the Government launched a public consultation on a Witness Charter setting out standards for all witnesses.

3.3 RECENT LEGISLATION

Announced on 3rd December 2008, the Equality Bill aims to fight discrimination in all its form and to help make equality a reality for everyone. The new Equality Bill will bring existing equality legislation into one single Act. Furthermore the Equality Bill will also introduce new generic equality duty on public bodies bringing together existing public duties on race, disability and gender and extended to age, sexual orientation, gender reassignment and religion or belief.

The Employment Equality (Age) Regulations came into force in October 2006 and prohibits unjustified direct and indirect age discrimination, all harassment and victimisation on grounds of age, young or old. The last five years have also seen several pieces of legislation to protect people of all sexual orientations. In 2003, the Employment Equality (Sexual Orientation) Regulations made it illegal to discriminate against current or potential employees based on their sexuality. The regulations provide

⁶ Ibid.

⁷ Criminal Justice System, *The Code of Practice for Victims of Crime* (October 2005)

greater protection in the workplace, and give clear, relevant definitions of harassment to help employers identify it. As of April 2007, it became illegal to discriminate against service providers in education or public functions based on sexuality. The government introduced these regulations as part of the 2006 Equality Act.

Legislation to prevent discrimination on the grounds of religion or belief was implemented in December 2003. The legislation, which forms Article 13 of the European Community Employment Directive, has also made it unlawful for employers to discriminate, directly or indirectly, when employees ask for leave to observe religious occasions or wear specific dress.

It is unlawful to discriminate against workers because of their religion or belief or lack of religion or belief, and employers now ensure they have policies in place which are designed to prevent discrimination on this basis.

3.4 A LOCAL PRIORITY

It has been a government expectation that local priorities emerging from the Sustainable Community Strategy (SCS) will form the core of the improvement targets within the Local Area Agreement (LAA). During the course of 2007/08, the Tower Hamlets Partnership undertook a full review of its SCS (known locally as its Community Plan). This renewed strategy provides a vision and priorities for Tower Hamlets to 2020 and was launched on 24 January 2009.

The Tower Hamlets Community Plan to 2020 and the new LAA will be structured around four themes:

1. A Great Place to Live (including housing, transport and waste)
2. A Prosperous Community (covering learning, worklessness and enterprise)
3. A Safe and Supportive Community (bringing together support for the most vulnerable residents with community safety issues)
4. A Healthy Community (public health, access to primary care and mental health)

Underpinning these four themes is the idea of 'One Tower Hamlets':

- Reducing inequalities
- Bringing local communities together
- Strong local leadership
- Personal responsibility.

⁸ Criminal Justice System, *Rebuilding Lives - Supporting Victims of Crime* (December 2005)

Tower Hamlets has been a leading Authority in developing multi-agency and multi-sector responses to tackle hate crime, with the establishment and ongoing support of RHIAF.

3.4.1 TOWER HAMLETS LAA 2008-09

The council is clearly committed to the reduction in the levels of hate crime in Tower Hamlets, as seen in their 2008-09 delivery plan (outlined below) and in the general priorities set out in their Local Area Agreement for 2008-09, such as ‘Tackle and Prevent Crime’. However it should be noted there are no specific indicators on hate crime available within the national indicator list and therefore hate crime does not have a specific independent indicator within the LAA.

Priority ⁹	Indicator	Baseline	2008/09	2009/10 (target)	2010/11 (target)	Delivery Partners
Tackle and prevent crime	NI16: Serious acquisitive crime rate	35.5 incidents per 1,000 population (2005/06)	34	33.3	32.7	Council, Police, RSLs, Third Sector
Tackle and prevent crime	NI33: Arson Incidents	51 incidents per 10,000 population (2007/08) Primary 12.6 Sec. 38.0	49 Primary 12.2 Sec. 36.9	48 Primary 11.9 Sec. 35.8	46 Primary 11.5 Sec. 34.7	Fire Service, Council, Police
Focus on early intervention	NI35: Building resilience to violent extremism	3 (2007/08)	4	4.5	5	Council, Police, Third Sector (interfaith)

The above priorities and indicators are the closest aspects of the LAA that look to tackle levels of hate crime in the borough. The inclusion of a priority which directly aims to reduce hate crime may be beneficial to the council’s future planning of counter hate crime initiatives and could be explored in partnership with other authorities.

⁹ Excerpt from Tower Hamlets LAA 2008/09: priorities and national set indicators

3.4.2 THE COMMUNITY PLAN 2020

The following priorities, objectives and targets are contained in the newly launched Community Plan to 2020 and relate specifically to tackling and reducing crime in Tower Hamlets, including the reduction of hate crime.¹⁰ The priorities are:

1. Empowering older and vulnerable people and supporting families by:
 - Providing responsive and appropriate services for adults which promote independence, choice and control, security and community
 - Protecting children and vulnerable adults from harm and neglect
 - Preventing and reducing homelessness, and helping more people into settled homes and employment
 - Improving support for children & young people with disabilities & their families

2. Tackling and preventing crime by:
 - Reducing crime and promoting successes effectively to reduce fear of crime
 - Reducing re-offending through holistic intervention with all who become involved with the criminal justice system
 - Making crime prevention a key element of all service planning - and improving community trust and engagement in strategic planning and service development

3. Focusing on early intervention by:
 - Improving parental engagement and support
 - Using joined-up approaches to address links between health, drugs, alcohol, education, skills, employment, accommodation, mental health, debt and benefits across all age groups
 - Tackling the causes of crime by working with 'at risk' groups

The objectives highlighted in this section of the Community Plan relating to hate crime include:

- Having a zero-tolerance approach to crime and anti-social behaviour and by reporting incidents
- Supporting family, friends and neighbours who have been victims of crime,

encouraging them to seek professional advice and support

- Teaching young children the consequences of crime - and the value of taking responsibility for one's own actions
- Recognising that we all need help sometimes - and that vulnerability may affect us all over our lifetime
- Respecting, valuing and safeguarding our older citizens
- Working with local service providers to improve services - by telling them what we want and need to live more independent, fulfilled lives
- Challenging prejudice and making Tower Hamlets 'no place for hate'

The Police also aim to:

- Recognise the strong link between reducing inequality and removing the causes of crime
- Make sure that nobody is discriminated against on account of their race, disability, gender, age, sexuality or faith - and that hate crime is reported and dealt with
- Support everyone to access the services they need, and making sure nobody feels excluded
- Recognise that tackling issues effectively sometimes involves a family-inclusive approach

Finally, the targets for March 2011 include:

- Reduce the number of serious violent and acquisitive crimes in the borough
- Reduce the proportion of local people who think drug use or drug dealing is a problem by 8%
- Increase the number of residents who believe that the Police and council are dealing with local concerns about anti-social behaviour
- Cut re-offending by adults under probation supervision and re-offending by young people
- Build resilience to violent extremism
- Reduce the rate of arson
- Increase the proportion of carers who are receiving a specific carer's service, or advice and information by 15%
- Increase the number of drug users in effective treatment

¹⁰ Tower Hamlets Community Plan 2020, accessed at <http://www.onetowerhamlets.net/pdf/Tower%20Hamlets%20Community%20Plan%202020%20-%20Low%20Res%20version.pdf>

- Prevent more than 2,100 households becoming homeless

3.4.3 FUNDING AND RESOURCING OF HATE CRIME IN TOWER HAMLETS

The Council has invested considerable sums in tackling hate crime. In the last financial year this exceeded £120,000 on special projects:

TOWER HAMLETS CDRP DELIVERY PLAN 2008-09 Race and Hate Crime Inter-Agency Forum Delivery Plan	
A dedicated Race and Faith Crime Worker To support victims of race and faith crime based at THVSS	£36,000
Hate Crime Victims Needs Research Project - A research project to further build the local evidence base about the experiences and needs of victims of all forms of hate crime.	£20,000
No Place For Hate Champions Further development of the Hate Crime Champions project to develop champions to deliver hate crime training and awareness activities in community settings, with a focus on developing youth hate crime champions, target work with newcomer communities and further development of the existing champions trained in 07/08	£25,000
Homophobic and Transphobic Crime Worker (part time) A dedicated worker in THVSS to undertake outreach and awareness raising work and provide direct casework and advocacy support to victims.	£25,000
No Place for Hate Campaign Awareness campaign promoting clear message that Tower Hamlets is NO PLACE FOR HATE.	£15,000
TOTAL The approximate Delivery Plan budget for reducing Hate Crime in Tower Hamlets for 2008-09.	£121,000

Other Aspects of the Tower Hamlets Crime & Disorder Delivery Plan for hate crime in the last year included:

Other aspects of the Tower Hamlets CDRP Delivery Plan 2008-09	
Third Party Reporting Project Maintain and develop the Third Party Reporting Project to increase reporting of domestic violence and hate incidents and foster effective joint working amongst partner agencies involved.	

<p>Service user satisfaction</p> <p>Ensure that an effective system for obtaining and collating service user feedback is embedded within the CSS case investigation process, and reports are produced showing outcomes for victims of hate crime as a specific group.</p>
<p>Case Audit and review</p> <p>Through case audits ensure that all cases investigated by the Council's CSS are responded to effectively and appropriate actions are taken.</p>
<p>24 Hour Hate Crime Reporting Line</p> <p>Implement recommendations from the 07/08 Equalities Impact Assessment of the 24 Hour Hate Crime Reporting Line.</p>
<p>Hate Incidents Panel</p> <p>Establish a multi-agency Panel to meet regularly to share information and manage responses to hate incidents.</p>
<p>Faith Hate Consultation findings</p> <p>Implement recommendations from the 07/08 Faith Hate Crime Consultation Workshop.</p>

3.4.4 THIRD PARTY REPORTING

Recommendation 16 of the Stephen Lawrence Inquiry Report highlighted a need for independent reporting sites and stated “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 includes:

- the ability to report at locations other than police stations
- the ability to report 24 hours a day.

The Third Party Reporting Project started in October 2001 and re-launched in March 2008. The scheme aims to encourage reporting by victims who may be reluctant to contact the police directly. The following sites serve an initial point of contact for all victims of hate crime including:

- Racial hate incidents
- Faith hate incidents
- Disability hate crime
- Age related incidents
- Gender related incidents
- Crime against the lesbian, gay, bisexual and transgender communities

The Third Party Reporting network in Tower Hamlets consists of:

1. Age Concern Tower Hamlets
2. City Gateway Limehouse Youth Club
3. Council One Stop Shops in:
 - Bethnal Green
 - Bow and North Poplar
 - Isle of Dogs
 - Stepney and Wapping
 - South Poplar
4. Dellow Centre
5. Disability Information Training Opportunities
6. London Muslim Centre
7. Positive East - Stepney
8. Praxis
9. Newstart
10. Step Forward [Tower Hamlets]
11. Tower Hamlets Victim Support Scheme
12. Young People's One Stop Shop

All of these services provide language support and are accessible for people with disabilities.

Since the re-launch of the Third Party Reporting Project in March 2008, 28 Reports have been submitted from various services throughout the borough.

4 THE EXTENT AND IMPACT OF HATE CRIME

4.1 OVERVIEW

Although racist incidents have been recorded by the police since 1986, there are no systematically collected national statistics on race hate crime. National data specifically identifying or estimating the level of both reported and unreported hate crime is also not systematically gathered on a national basis for other equality groups. For a number of years the Metropolitan Police Service (MPS) has been flagging hate crimes by some equality groups (e.g. race, sexuality) on their crime reporting information service (CRIS) and this has recently been extended to include flagging for transgender issues.

Nationally the Government has committed to introduce a flagging system for hate crimes against five equality groups to be in place by December 2009. Association of Chief Police Officers (ACPO) guidance is currently being re-written and this will include hate crime reporting and case studies to encourage a more tailored response to supporting victims of hate crime¹¹.

Research literature indicates that the extent of hate crime in England and Wales is high; lesbians, gay men, racial and religious minorities, transgender and disabled people being the most affected. Hate crimes are usually committed by informal associations of unidentified strangers (often young people) or by individuals known to the victim (e.g. neighbours). They are rarely carried out by organised hate groups.

Research indicates that hate crime is underreported for many reasons, including:

- Incidents that the victim perceives as “minor” are likely to go unreported;
- Fear of reprisal and escalation of harassment;
- Expectation of unsympathetic response by the police and lack of confidence in the criminal justice system;
- Anticipation that the police will not be able to do anything;
- Perception that the police are part of the problem;
- Fear of being charged with an offence;
- Acceptance of violence and abuse as routine;
- Victims can feel that incidents are private matters.

¹¹ From a speech at the Galop conference (31.03.09) by Shahid Malik, Minister of State at the Home Office and Ministry of Justice.

4.2 HATE CRIME MOTIVATED BY RACE OR RELIGIOUS PREJUDICE

Though the level of racial and religious motivated crime reported to the police has greatly increased in recent years, the actual level is likely to be much higher. It is not possible to know how much of this increase is due to an increase in hate crime and how much is due to an increase in reporting. The British Crime Survey estimated that in 2006¹² there were:

- 22,669 Racially aggravated harassment cases;
- 3,677 Racially aggravated common assault cases;
- 5,312 Racially aggravated 'less serious wound' cases.

Studies have highlighted the issue of rural racism, indicating that where people from ethnic minorities make up only a small proportion of the local population they are at greater risk of victimisation than their inner city counterparts. The isolation of living in rural communities with little or no support can exacerbate the experience of racism but help to maintain its invisibility.

Research conducted in Nottingham in 2004, covering a range of types of crime, indicated that BME communities face a range of barriers in accessing provision for victims and witnesses, albeit not all of them specific to the BME community¹³. The key issues were:

- negative perception of service providers;
- fear of reprisals;
- previous discriminatory experiences;
- lack of confidence in the police and criminal justice system.

The final point included the perception among victims that they would not be taken seriously if they reported racist incidents to the police. Other barriers raised by the research were language and cultural barriers and a historical mistrust of the police.

Asylum seekers, refugees and other new communities are faced with specific barriers, in particular a lack of awareness of the existence of services. For those without legal status to remain in the UK reporting any crime directly to the police may be fraught with the risk of arrest and deportation.

¹² Statistics Commission Report No. 30, Crime Statistics: User Perspectives, September 2006. Report by the Statistics Commission. Accessed at:

http://www.statscom.org.uk/uploads/files/reports/Crime_Statistics_Review-final.pdf

4.3 HATE CRIME AGAINST THE LGBT COMMUNITY

The recently published report *Filling in the Blanks*¹⁴ is the final report of a landmark partnership between the lesbian, gay, bisexual and transgender (LGBT) voluntary sector in London and the Metropolitan Police Service (MPS). Research conducted as part of this partnership included mapping service provision across the capital, data collection on incidents reported and data comparison with MPS data (where possible). The data used included data provided by Galop between April 2005 and January 2008 and involved 738 cases. Findings include:

- 75% of reports to the LGBT sector and 80% to MPS were from gay and bisexual men
- 30% of reports to LGBT organisations involved violent incidents
- 60% of reports to LGBT organisations from trans people involved verbal abuse and/or repeat harassment, compared to 30% from non-trans people.
- 18 or younger and over 50 LGBT people are less likely to contact either LGBT or MPS about hate related incidents.
- More than 25% of clients contacting LGBT organisations were living with a disability.
- Verbal abuse (30%) and physical violence (25%) were the most common types of incident
- Perpetrators of incidents are most likely to be male (70%).
- Almost 50% of reporters to LGBT organisations did not report their experience to the police due to lack of confidence in the police or because they feared the consequences of reporting to them (reprisals etc.).

The report finds that over the last five years the number of homophobic incidents reported to the MPS has ranged from 1250 to 1650 across London. Detective Superintendent Gerry Campbell who leads the MPS Violent Crime Directorate's Public Protections Command observes that:

"whilst the number of reported cases remains fairly constant the MPS is pleased to have achieved a year on year rise in the number of people being charged with homophobic and transphobic crime across London".

¹³ Wright C and Devaney C, (October 2004 *Barriers to Black and Minority Ethnic Communities in Nottingham Accessing Victim and Witness Services*) Nottingham Trent University

The Home Office document *Tackling Hate Crime: Homophobic Hate Crime*¹⁵ estimates that as much as 80 - 90% of hate crime goes unreported to the police compared to 59% of overall crimes that go unreported.¹⁶ Stonewall (Dick, 2008) found that three in four victims of an incident did not report it to the police. Local studies also found considerable under-reporting of incidents to the police.

Several studies have examined why LGBT people in particular do not report homophobic and transphobic incidents. Typically, research found that victims tend to think that some incidents are not worth reporting because there was no injury or loss of property. Victims also feel that the police are unable or unwilling to take action. Victims of homophobic incidents are also reluctant to report because they fear reprisals from perpetrators or other personal repercussions such as being 'outed' to family or neighbours.

4.4 OTHER EQUALITIES GROUPS EXPERIENCING HATE CRIME

Within this research project we have been keen to interview people from other equalities groups who may experience hate crime on the basis of their identity, be it age, gender or disability. There is limited research in relation to people who have been victims of hate crime for reasons of age or gender. Tower Hamlets commissioned a separate report for disabled people which provides considerable background information in this area.

4.3 THE IMPACT OF HATE CRIME

Though some common themes arise, victims' reactions to hate crime differ according to culture, age and gender. Hate crime can result in a deeper impact on the victim's culture, identity and self-esteem because people are attacked for a central element of their identity that cannot be changed. In particular lesbians, gay men and disabled people are more likely to be exposed to secondary victimisation due to widespread prejudice. Indeed others, such as the police, can respond negatively to a crime survivor because of their sexuality or disability. The impact of hate crime extends beyond the individual victims. It sends out messages of hatred to members of the victims' group in the immediate neighbourhood and beyond. Individuals who have never been a victim may, if they live in such an environment, suffer anxiety that prevents them living a normal life.

Research in the United States indicates that anger, fear and depression were the

¹⁴ Published 31st March 2009

¹⁵ Home Office, 2006

¹⁶ British Crime Survey, Nicholas et al 2006/7.

emotional responses most frequently reported by victims of hate crime¹⁷. Hate crime survivors are more likely to be victims of multiple attacks. As a result, fear of crime is one of the most serious results of hate violence. The usually unprovoked nature of the attacks and the potential for future violence create additional anxiety for the victims.

Hate crime, multiple victimisation and fear often lead victims to taking practical action. They are more likely than victims of other crime to change home, alter their routine, stay locked inside and create physical deterrents around the home as part of crime prevention and self-protection, thus limiting their personal freedom.

4.4 VICTIM SUPPORT NEEDS

Victims of hate crime often complain they do not receive enough information about the criminal justice system, legislation, court processes and available support services. One method that has had success is counselling that focuses on ‘hope’ and breaking out of isolation. Research indicates that it is important victims understand they are not the only ones who have experienced hate crime. Information can also be used to educate society and raise cultural and racial awareness.

Service providers have to evaluate specific needs of victims of hate crime in order to address the problem. A range of studies and reports detail support needs of different groups of victims. Key recommendations include:

- The need to reassure victims that crimes perpetrated against them are not condoned by the Government or other communities of people
- The importance in helping young victims of homophobic crime to separate the victimisation experience from the coming-out experience
- Encourage victims to feel and express anger towards their assailant(s)
- Provide a listening and sympathetic ear
- The importance of not assuming that different groups will have the same support needs
- Victims of race and religion motivated crime may require support in other languages than English and from people of their own ethnic background (although some victims prefer to deal with people from other backgrounds to help preserve anonymity)
- Irrespective of the ethnic background of the support workers, cultural sensitivity is crucial in offering high quality support. From an organisation’s point of view,

¹⁷ Barnes and Ephross (1994) cited in Knight C and Chouhan K *Supporting Victims of Racist Abuse and Violence* (2004)

this includes having some staff and volunteers from different ethnic groups, translators, and periodic training.

4.5 CURRENT PATTERNS OF HATE CRIME IN TOWER HAMLETS

This section is drawn from the literature review and desk-based research, including data on hate crime in Tower Hamlets which is gathered systematically by the Tower Hamlets Race Hate Inter Agency Forum (RHIAF). This section will look at incidents occurring between March 2008 and February 2009 and will produce an overview of hate crime in Tower Hamlets by equality group; namely race, faith, gender, age, disability and LGBT. Where possible, data relating to locality will also be highlighted.

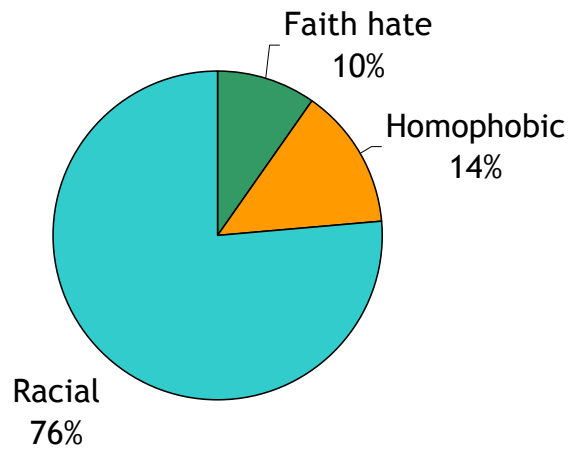
Tower Hamlets has the 3rd highest rate of racially or religiously aggravated offences of all Metropolitan Police BCU¹⁸. The following data has been sourced from the RHIAF Meeting Report, created on 7th April 2009. These reports draw information from various sources in Tower Hamlets, including the Met Police (who report on flagged incidents in Tower Hamlets), Police data (iQuanta-Metropolitan Police Statistics), the Councils Anti Social Behaviour database and Tower Hamlets Children's Services.

Between March 2008 and February 2009, 434 hate-related crimes were committed in Tower Hamlets.¹⁹ Overall hate related crime has decreased by 14% during this period compared with the previous year March 2007 to February 2008. Although racial incidents have decreased by 22%, faith related hate crime has increased by 68% and homophobic hate crime has increased by 15%. The following chart shows a breakdown of all hate crimes committed during this period.

¹⁸ Compared to RHIAF's most similar CDRP group per 1,000 residents

¹⁹ RHIAF Meeting Report, LBTH January 2009

Hate Crimes Committed
(March 2008 to February 2009)
by Category



Category	March 2007 to February 2008	March 2008 to February 2009	% Change
Faith hate	24	42	68%
Homophobic	53	61	15%
Racial	427	331	-23%
Total	505	434	-14%

Looking at the data from March 2008 to February 2009, it can be seen that hate related crime is falling over time within Tower Hamlets. There is a seasonal peak between October and December, which according to RHIAF can be partially explained by a reduction in incidents over summer school holidays.

Looking at the wider context, the top ten London boroughs for racially or religiously aggravated offences between March 2008 and February 2009 are:²⁰

- | | |
|-------------------------|----------------------------|
| 1. Barking and Dagenham | 6. Hackney |
| 2. City of Westminster | 7. Lewisham |
| 3. Tower Hamlets | 8. Hounslow |
| 4. Islington | 9. Camden |
| 5. Greenwich | 10. Hammersmith and Fulham |

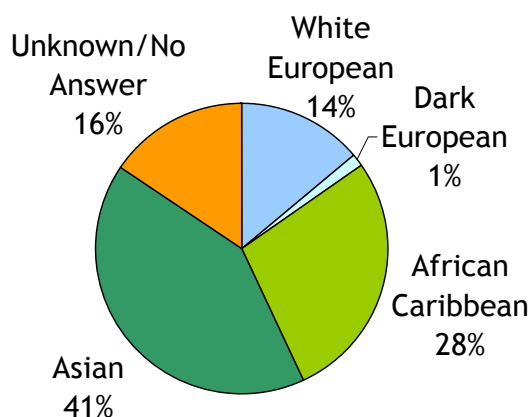
²⁰ RHIAF Meeting Report, LBTH April 2009

This makes Tower Hamlets the borough with the 3rd highest rate of racially or religiously aggravated offences of all Metropolitan Police BCU, lower only than Barking & Dagenham and the City of Westminster.

4.5.1 RACE AND FAITH HATE CRIME STATISTICS

In the case of Tower Hamlets, the demographics of victims referred to victim support between March 2008 and February 2009 are largely representative of overall hate crime victim demographics. The only exception is that the numbers of Asian and Afro-Caribbean victims who have been referred are higher than that of the White European ethnic group. White Europeans were the most victimised ethnicity during this period.

Victims of Race / Faith Hate Crime
 (March 2008 - February 2009)
 by Ethnicity

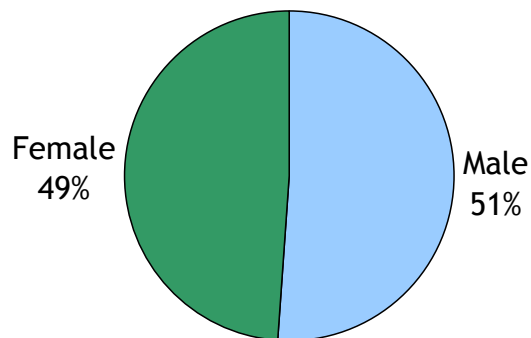


Ethnicity of Hate Crime Victims	March 2008 to February 2009	Percentage (%)
Asian	125	41%
African Caribbean	84	28%
White European	42	14%
Dark European	4	1%
Unknown/No Answer	47	16%
Total	302	100%

When looking at hate crime suspects, the numbers of hate crime suspects in all ethnicities (other than 'oriental' and 'Asian') have seen a reduction rate equal to or better than the overall fall in hate crime (14%) between 2008 and 2009. Most suspects

are likely to be Asian or White European, which is identical to the main ethnicities at risk of becoming a victim of hate crime. There was an increase in the number of suspects age from 11 to 20 years old, who now represent over a third (36%) of all suspects of hate crime.

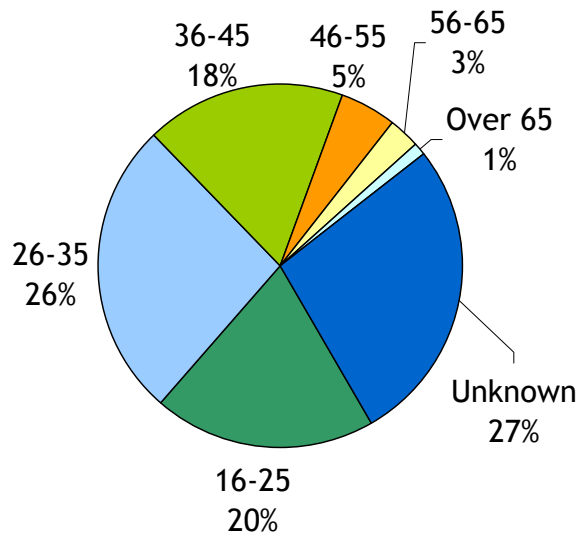
**Victims of Race / Faith Hate Crime
(March 2008 - February 2009)
by Gender**



Gender	March 2008 to February 2009	Percentage (%)
Male	133	51%
Female	127	49%
Total	205	100%

In cases of race or faith-related hate crime, both males and females were targeted almost equally (51% and 49% respectively). This indicates that gender is irrelevant when suspects target victims for this type of hate crime.

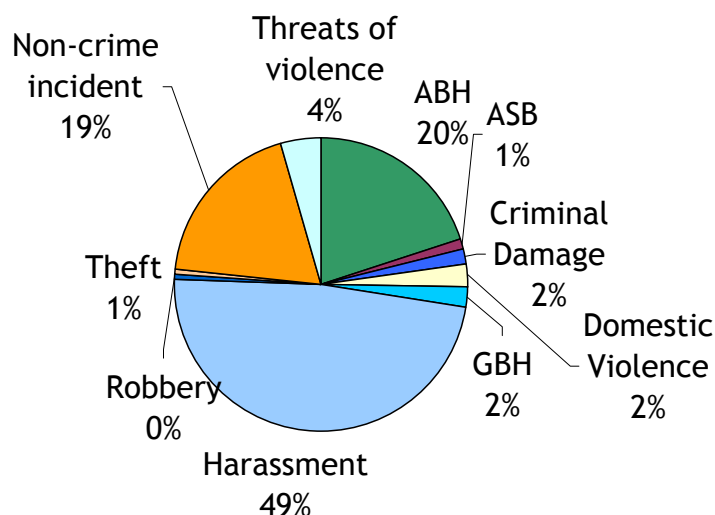
**Victims of Race / Faith Hate Crime
 (March 2008 - February 2009)
 by Age Group**



Age	March 2008 to February 2009	Percentage (%)
16-25	51	20%
26-35	69	26%
36-45	46	18%
46-55	13	5%
56-65	7	3%
Over 65	3	1%
Unknown	71	27%
Total	260	100%

Individuals in the age groups 16-25, 26-35 and 36-45 are most at risk of becoming a victim of race or faith-related hate crime in Tower Hamlets. It is far less common for individuals over the age of 46 to become a victim of this type of hate crime. The most at risk age group was 26-35 (26% of all cases between March 2008 and February 2009).

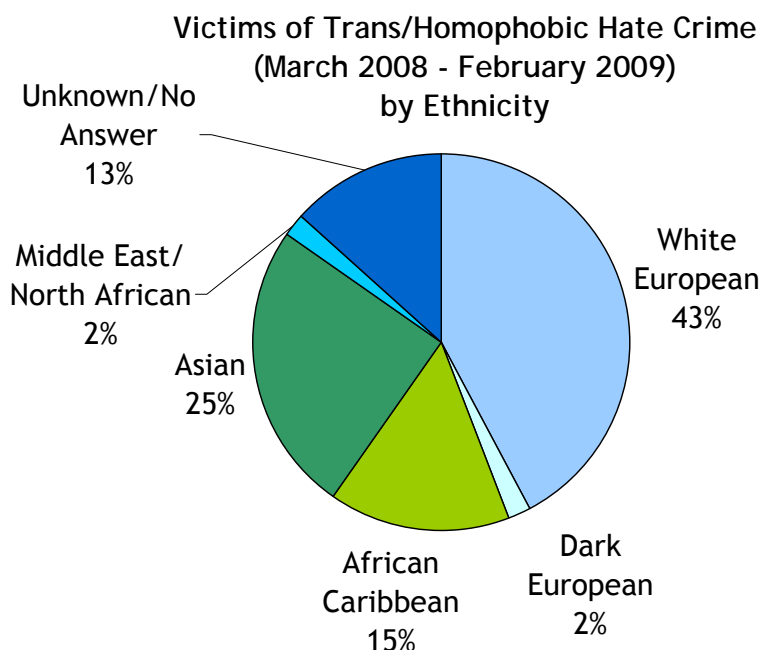
Victims of Race / Faith Hate Crime
(March 2008 to February 2009)
by Type of Crime



Crime	March 2008 to February 2009	Percentage (%)
Harassment	120	49%
ABH	50	20%
Non-crime incident	47	19%
Threats of violence	11	4%
Domestic Violence	6	2%
GBH	6	2%
Criminal Damage	4	2%
ASB	3	1%
Theft	2	1%
Robbery	1	<1%
Total	250	100%

Harassment was the most reported type of crime (49%) from victims suffering a hate-related incident caused by race or faith between March 2008 and February 2009. This was followed by Actual Bodily Harm (20%) and Threats of Violence (4%) as the second and third most common types of hate crime inflicted on the basis of race or faith. Non-crime hate incidents accounted for 19% of reported hate related incidents.

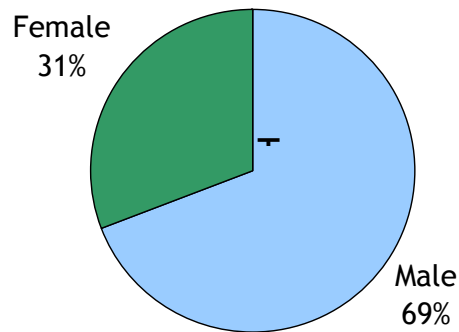
4.5.2 TRANS/HOMOPHOBIC HATE CRIME



Ethnicity	March 2008 to February 2009	Percentage (%)
White European	22	43%
Asian	13	25%
African Caribbean	8	15%
Middle East/ North African	1	2%
Dark European	1	2%
Unknown/No Answer	7	13%
Total	52	100%

Based on evidence from March 2008 to February 2009, White European (43%) and Asian (25%) ethnic groups are most at risk of becoming a victim of trans / homophobic hate crime in Tower Hamlets. This is the same as that of race / faith related hate crime. Capturing ethnicity by using sub-categories of ethnicity would give greater insight into the most targeted groups of ‘European’ or ‘Asian’; the current categorisation doesn’t give a complete picture of the communities most at risk from hate related crime. This applies to all type of hate crime in the borough. Greater detail given to demographic data capture may help to introduce a more effective counter hate crime strategy.

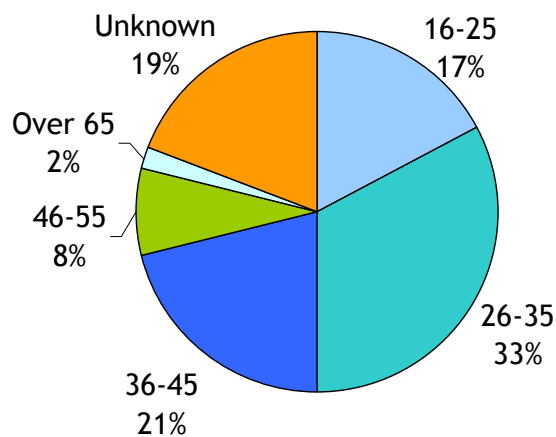
Victims of Trans/Homophobic Hate Crime
 (March 2008 - February 2009)
 by Gender



Gender	March 2008 to February 2009	Percentage (%)
Male	36	69%
Female	16	31%
Total	48	100%

Over two thirds of the victims of a trans / homophobic hate crime in Tower Hamlets were male, indicating that in general gay men are more at risk of being targeted than lesbians.

Victims of Trans/Homophobic Hate Crime
 (March 2008 - February 2009)
 by Age Group



Age	March 2008 to February 2009	Percentage (%)
16-25	17	17%
26-35	33	33%
36-45	21	21%
46-55	8	8%
Over 65	2	2%
Unknown	19	19%

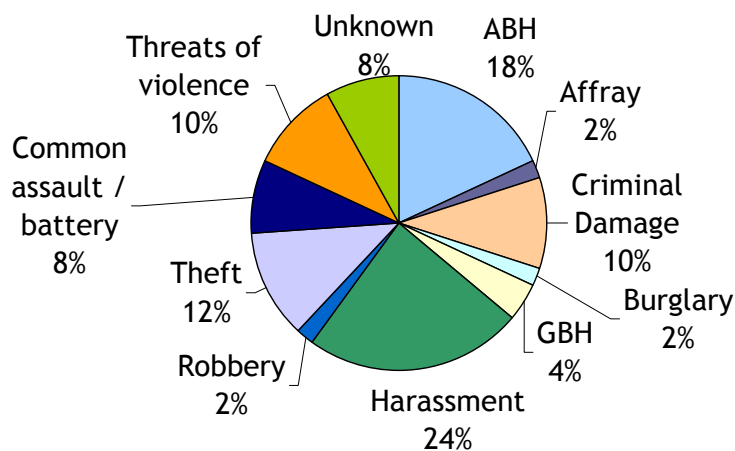
No Place for Hate

The Experiences & Needs of Victims of Hate Crime in Tower Hamlets

16-25	9	17%
26-35	17	33%
36-45	11	21%
46-55	4	8%
Over 65	1	2%
Unknown	10	19%
Total	52	100%

Individuals in the age group 26-35 were most at risk of becoming a victim of race or faith-related hate crime in Tower Hamlets between March 2008 and February 2009 (33% of all cases). It was far less common for individuals over the age of 46 and between the ages of 16 and 24 to become a victim of this type of hate crime in Tower Hamlets, however these statistics are beginning to show an increase in the number of hate related incidents against young people.

Victims of Trans/Homophobic Hate Crime
(March 2008 - February 2009)
by Type of Crime



Crime	March 2008 to February 2009	Percentage (%)
Harassment	12	24%
ABH	9	18%
Theft	6	12%
Criminal Damage	5	10%
Threats of violence	5	10%
Common assault / battery	4	8%

No Place for Hate

The Experiences & Needs of Victims of Hate Crime in Tower Hamlets

GBH	2	5%
Affray	1	2%
Burglary	1	2%
Robbery	1	2%
Unknown	4	8%
Total	50	100%

Similar to cases of race / faith-related hate crimes committed in Tower Hamlets between March 2008 and February 2009, the most common type of crime against the LGBT community was harassment (24%), followed by Actual Bodily Harm (18%), Theft (12%), Criminal Damage (10%), Threats of Violence (10%) and Common Assault (8%).

4.5.3 REPORTS FROM ANTI SOCIAL BEHAVIOUR HOTLINE

According to the ASB hotline reports, the main noticeable hotspot occurring between 1st March 2008 and 28th February 2009 was within a 200 metre radius of Mile End station. Overall ASB hate-related calls were mostly concentrated across the western half of the borough, in LAPs 1, 2, 3 and 4. LAP 1 had a 28% increase from 07/08 to 08/09 period, the majority of which were homophobic offences. Overall LAP 1 accounts for 24% of all hate related ASB reports within Tower Hamlets, followed by LAP 7 (18%).

In the period of Mar08 to Feb09, there has been an 40% increase in hate related ASB reporting compared to the same period in 2007-2008 (in 2007/08 there were 50 hate-related ASB calls compared to 70 hate-related calls in 2008/09). The source of referral of hate related incidents are predominately from the Community Safety Service directly to the council; 53 referrals in the period Mar08 to Feb09. The second highest referral source was Registered Social Landlords, who made 16 referrals. Below are the categories of hate crime reported to the ASB hotline between Mar08 to Feb09:

ASB Category	March 2008 - February 2009	Percentage (%)
Faith hate crime	5	7%
Disability hate crime	2	3%
Race hate crime	50	71%
Sexuality hate crime	9	13%
Racist graffiti	4	6%
Total	70	100%

4.6 HATE CRIME INCIDENTS REPORTED IN SCHOOLS²¹

267 racist incidents were reported in schools in Tower Hamlets between September 2007 and July 2008²², which is a 6.5% decrease from the number reported the previous year. 40 schools had no reported incidents; the highest number reported by one school was 18.

The majority of these incidents occurred in primary schools (82%; 219 incidents). Only 39 incidents were reported in secondary schools in 2007-08. Similar to other contexts of hate related incidents, the majority of victims as well as perpetrators were male (64% and 78% respectively).

The majority of victims were of Asian-Bangladeshi ethnicity (33.4%); however the majority of perpetrators were also of Asian-Bangladeshi origin, who most commonly uttered verbal abuse in Bengali regarding skin tone. The second most victimised ethnicity was Black Somali (21.4%), followed by Black-Caribbean (10%) and Black African (9.4%).

The most common types of hate-related incident involved direct verbal abuse (74.2%), racist comments in discussions (10.8%), physical assault (3.4%) and threatening behaviour (2.2%).

4.7 UNDER REPORTING

There is substantial under reporting of hate crime in the borough which is acknowledged by the RHIAF reports. Examples where under-reporting occur include:

- Police data produced and provided to RHIAF does not include the most current incidents flagged or reported;
- Uncertainty or periods of transition over 'reclassification of crimes';
- Repetition of offences;
- Removal of hate crime flags;
- Substantial amount of people are frightened or embarrassed to report incidents (it is estimated that up to 90% of hate crimes may go underreported);
- The movement of LBTH housing stock is a potential reason for declines in reported hate crime to the council. Registered Social Landlords (RSL) are now the major housing services provider in Tower Hamlet and therefore first point of contact for victims. As a result RSLs might not be passing on enough hate related

²¹ Data provided by the Tower Hamlets Equalities and Parental Engagement Team

²² These are the most recent figures we were able to source

information to the relevant council departments. (Tower Hamlets is addressing this issue and RHIAF have introduced a specific report on hate crime reporting from RSLs);

- There is substantial informal reporting of hate crime to Council departments and third party organisations which are not reported to the Council or police formally. These incidents do not get recognised as a flagged hate crime and therefore remain under reported. For example, informal reporting is provided to the Hate Crime Policy and Partnership Team in various forums and workshops they conduct which are not incorporated into formal reporting channels.

Other local research has indicated that under-reporting of hate crime is a particular problem for certain groups in Tower Hamlets. The Disability Hate Crime report highlighted under-reporting amongst disabled people in the borough and the Praxis report identified that 43% of refugees and asylum seekers had experienced hate crime but had not reported it. RHIAF also recognises that there is likely to be considerable under-reporting of homophobic and transphobic hate crimes due to the reasons identified in pan-London and national research studies (see 4.3 section above).

5 IN OUR OWN WORDS

This section is drawn from face to face interviews with 28 victims of hate crime in Tower Hamlets.

5.1 DEMOGRAPHIC PROFILE OF PARTICIPANTS

The following is a brief overview of the demographic profile of interviewees in the sample group. The sample group contains a diverse mix of demographic characteristics providing a robust representation of Tower Hamlets' general population. The demographic characteristics are presented according to the six diversity groups as follows as well as the area where the respondents live, work, and/or study.

Race

The largest ethnic group in the sample were white British, representing 27% of total interviewees. Next were Bangladeshis, comprising 23%. 19% identified as Somali and a further 8% identified as Africans of other national backgrounds. 12% were mixed white and Asian, and 4% mixed white and black. 4% were white of other European descent, while 3% were Native American.

Faith

Islam was the most prominent religious affiliation with 46% of respondents identifying as Muslim. 23% were Christians, 27% were non-religious, and 4% practised Judaism.

Gender

Two-thirds of respondents were male and one-third was female.

Age

The largest age group in the sample was 31 to 45 years old, making up 38% of the total, while 27% were aged 46 to 55. 16 to 20 year olds represented 15% of the total and 21 to 30 year olds another 15%. Only 5% were aged over 56 years.

Disability

15% of respondents identified themselves as disabled. These included a mental health disability, back trauma, vision impairment and chronic health problems.

LGBT Identity

The vast majority of interviewees identified themselves as heterosexual. 8% identified themselves as gay men while no lesbians, bisexual people or transgender people were interviewed.

Location

42% of interviewees lived, worked, or attended college in the Poplar area of postcode E14 and 14% in Bethnal Green. The remainder lived or worked in Limehouse, Stepney, Bow, Shadwell and Whitechapel.

Map of the London Borough of Tower Hamlets



5.2 THE INCIDENT AND ITS IMPACT

The Incident and its Attributes

The majority (59%) of hate crime incidents appeared to be racially motivated. In addition respondents described 9% of occurrences that were religiously motivated, 8% were homophobic, and another 8% due to prejudice against the disabled.

*The incident was a result of a Bengali versus Somali and battles over territories.
The college area is their area, it's 90% Bangladeshi, and they want to keep it that*

way and now it is getting mixed, they don't like it.

Somali young man, aged 16-20

This particular incident started with a white family (father, mother and daughter) coming to my house to abuse me.

Somali Woman, aged 31-45

A neighbour has been giving me trouble for over 9 years. She puts litter in the post box, draws Nazi signs on the doors and threatens the kids with her dog.

Bangladeshi Woman, aged 31-45

It was a couple of different episodes but the one that was considered a hate crime was when my front door was spray painted 'Die Jew Dog'. At the same time something like a chemical liquid was poured in my mail box.

Mixed race Asian and White Woman, aged 31-45

It was a racist attack. I wasn't robbed of any possessions. I don't remember much when I was on the ground but they could have easily taken my mobile, wallet or cigarettes.

Bangladeshi Man, aged 31-45

An additional 16% of incidents did not appear to have a clear prejudicial basis but were related to other causal factors of stress, social antagonism, timing, and workplace hazards.

When customers don't get their benefits on time, or generally don't get things their way despite the fact that you're doing your job the way it should be, they get verbally abusive. Some take it a step further by being violent. On a number of occasions customers have threatened me, telling me, "I'll wait for you outside," meaning they'll attack me after office hours.

African Man, aged 31-45

Location of the Incident

Most of the respondents (52%) experienced incidents in or around their homes. This reflects the fact that most incidents were disputes with neighbours or nearby residents. 16% occurred at educational institutions while another 16% in other public places (such as

streets or shops). 12% of incidents occurred at workplaces and another 4% of incidents occurred at or near a place of worship.

When did it happen?

72% of the incidents occurred within the past six months with 4% having occurred in the six months preceding that. A further 24 % had occurred more than one year ago.

Frequency

Most respondents (52%) had experienced multiple occurrences of hate crime or linked the latest occurrence to earlier incidents. For the remaining 48% their experience of a hate crime appeared to be isolated and singular.

How did the incident make you feel?

Most respondents described fear and anxiety as their major and sustained emotional response to the experience of hate crimes. For those who experienced incidents near the home this fear made them feel unsafe within the home and left them feeling perpetually insecure.

I felt very disappointed and unsafe. I've lived here for so long and I have never experienced anything like this. I feel my attackers know a lot about me but I know little about them.

Somali Woman, aged 31-40

Our home is our castle, our refuge, and if it's taken away it's like having the carpet taken out from under your feet.

White British Man, aged 51-55

For some these feelings were compounded by a loss of respect and feelings of shame, especially if family members were present during the incident.

I got disrespected in front of everybody, especially my people. My six-year-old told me, "Mummy if I was big, I would have slapped that woman back," but I told him she was going to be dealt with by the authority.

Bangladeshi Woman, aged 31-45

A minority of respondents described being able to dismiss the incident with relative ease

or being driven by a desire not to let such incidents control their lives.

At the time I was a bit gob smacked but that was all. You just have to ignore such people.

African Man, aged 31-45

I wasn't so much angry at them, maybe disappointed more.

Mixed Race White and Asian Man, aged 46-50

How has the incident affected you?

The longer term effects of hate crime were described by most interviewees as lingering fear, anxiety, and the expectation of further abuse. The expectation of further abuse caused many respondents to change their behaviour and attitudes to the surrounding environment. The effects have been so strong for some that they have changed accommodations or courses of study and the reverberations have affected entire families.

Now, when I go to that particular area, I look over my shoulder, wondering if I will run into her again.

Bangladeshi Woman, aged 21-25

It has left me very scared, very afraid to walk that route again to go to the mosque or anywhere else. Now I don't go to the mosque without a neighbour walking with me. Later on I learned of other incidents like his in the local area and so I feel even more afraid especially as the police have not caught the offenders.

Bangladeshi Man, aged 31-45

It affected my studies; I've had to repeat one year in college because of the stress that these attacks caused. Also, it has been very destructive to my everyday life.

Mixed Race White and Asian Woman, aged 31-45

I have anxiety, panic attacks, and trouble sleeping. I'm still living in same place, but moving this month. I've had enough over 5 years and one of reasons I want to move is these attacks.

Mixed race White and Asian Man, aged 46-50

The person that sent the letter traumatised me; that time I was so traumatised. It happens in London a lot at the end of the night, when you do the kisses and say goodnight. There could be someone trying to come in, so I come and most of the time I don't sleep during the night, to be awake in case someone does that. I do my job in the morning and when I come in the children are sleeping, so I keep myself awake in case anybody knocks.

Black British Man, aged 21-25

I feel unsafe, but what is more worrying for me is that it affects my wife more as she has heart problems and is a diabetic. She feels unsafe when she is at home alone now.

Bangladeshi Man, aged 51-55

Two of my children are out of the country at present because of this incident. I asked them to leave because I was scared and worried for them.

Somali Woman, aged 31-45

My children, especially my 6 year old is so frightened, he didn't even want to go to school.

Bangladeshi Woman, aged 31-45

5.3 THE POLICE, VICTIM SUPPORT AND THE COURTS

Reporting Incidents to the Police

Two thirds of respondents reported incidents to the police, indicating a high level of initial trust in the law enforcement system. However, 19% were instead reported to the police as violators due to their involvement in incidents of public disorder in which they claim that they were victims of hate crime, not perpetrators.

Respondents who had reported incidents to the police were asked why they did so. Most replied that they felt the police were there to protect them and were the best resource to turn to in times of vulnerability. 8% said that they reported the incident to the police because it had occurred at work and they were obligated by contract to report any criminal incidents experienced during working times to the police.

Descriptions of police responses were varied and divergent however. Some were very

positive, reflecting good experiences and perceptions of being well-served by the law enforcement authorities.

The station sent two police women to my place to take my statement. They were very friendly and understanding. Afterwards, they went to Boots to look at the CCTV footage for that day. They managed to track her down and cautioned her since I said I didn't want to take the matter any further than that.

Bangladeshi Woman, aged 21-25

They came immediately and canvassed the whole street and went to knock on the neighbours' doors to see if anybody had seen anything. They checked the CCTV to see if anything was captured. The neighbourhood police team (Save the Neighbourhood Team) also came to see me. In all they tried their best to get any information to find the person to do it.

Mixed race White and Asian Woman, aged 31-45

The police came down to take statements from me. In cases where the people are being abusive and are still present when the police arrives the police takes them away.

African Man, aged 31-45

The police did a case report. I gave details of the car and the police checked and found out it was a hired vehicle but the police was still able to trace who the man was from the car hire company. I got a call sometime later informing me the person was contacted and cautioned.

African Man, aged 31-45

Other respondents were less positive though and described being poorly served or even discriminated against by the police. This included racist discrimination and presumption of guilt for crimes even though the respondents had called the police to the scene because they themselves had been the victims of hate crime.

Initially the police did nothing, I was so angry with them, I told them, "You are doing nothing because my skin is not white like yours."

They threatened to arrest me and I said, "What have I done for you to arrest me?" I

went to the bigger police station and it was there that something got done about it.

Bangladeshi Woman, aged 31-45

I called the police myself but on their arrival they said someone else was already dealing with me and left. Nobody came to me for a couple of days so I went to the police station to report but the receptionist said that she could not understand me and ignored me badly after saying, "I don't understand you, I don't understand your language."

Somali Woman, aged 31-45

I feel let down by the police, they was there at the incidents and they did not do anything. The police was there at scene of the incidents. The police said, "The Somalis started the fight." The police were after the Somalis.

Somali Young Man, aged 16-20

Now after 9 months I'm going to leave it be because the police aren't going to do anything.

Mixed race White and Asian, aged 46-50

They came to see me and talked to me. You get the feeling that they are looking at you as the guilty one because they think you did it. I thought they were going to take me in as well, to arrest me.

White British Man, aged 51-56

From the testimonies given it appears that older women of migrant backgrounds who are less integrated into British society and young men and teenagers of migrant backgrounds had the highest perceptions of discrimination when dealing with the police.

Victim Support

Of the respondents who contacted the police for help only about one in three were referred to Victim Support by the police. Most of the remaining two-thirds who had contacted the police came to contact Victim Support themselves through referral by other sources or word of mouth. In the end the majority (58%) of respondents had contact with Victim Support, whether they had been referred to them or contacted them on their own.

For some Victim Support was helpful in mediating their encounters with the police, and helping them access legal services.

I came to Victim Support and told them what had happened and was told to report the incident to the police in statement form. I went back to the station and this time the receptionist I met was a lot more understanding than the previous one.

Somali Woman, aged 31-45

I thought Victim Support was most helpful. They regularly kept in contact with me to let me know what was happening. Along with the police they were very helpful in getting CCTV installed as well as getting local councillors on the case.

Bangladeshi Man, aged 51-55

Victim Support have had a top level meeting with a policeman at Limehouse police station and they were very apologetic and said it should never have happened. Victim Support gave them a telling off and said that next time I go to police station they are all going to panic and will definitely help you.

Mixed race White and Asian Man, aged 46-50

Yes and they offered me support and were very excellent. Mostly invited me to go to Victim Support and I've been coming since the incident which was 2 years ago. I felt it was good to have a place to come and have it recorded until I needed to bring the police in again.

White British Man, aged 51-55

Victim Support also helped some respondents access Council services.

Victim Support liaised with the council and the housing officer to try to get my housing situation rectified. Without the Victim Support, I would not have been able to do anything about my housing, now I have been put on a waiting list.

Mixed race White and Asian Woman, aged 31-45

Most of my help was from Victim Support and we used to talk about it and how was I feeling. They also got in contact with the housing association and explored getting a new place, but she was also saying, "Why should I move? It's your home." They did a few home visits to me as well. It was mostly counselling and practical support.

Mixed race White and Asian Man, aged 46-50

While 8% of total respondents chose not to utilise Victim Support because they felt they did not need the support, 19% did not access Victim Support because they had been targeted by the police as perpetrators, not victims, of crime. In this sense the mediation of access to Victim Support through the police appeared to limit the number of people who utilised those services. Only 8% of total respondents described negative experiences with Victim Support.

I personally came to Victim Support but I was told that I was not the victim, so they couldn't help me. They were not helpful.

Bangladeshi Woman, aged 31-45

Courts

Only 7% of interviewees had gone to court over their experiences of hate crime. Of those 7% none had received Witness Service support, but they had not requested it because they did not feel that they needed it. Descriptions of court experiences were fairly positive.

It was not a big deal [going to court to give testimony]. I just gave details about what happened.

Q: Would you go to court again?

If need be I will.

African Male, aged 31-45

25% of respondents were willing to give testimony in court if it were necessary. 17% of respondents replied that they would go to court now if a similar incident occurred again. This was largely due to a heightened knowledge of procedural issues that they had gained during initial experiences of hate crime, reporting, dealing with the police, and access to Victim Support and other organisations.

If it happened now I would definitely go to court and the police and tell them to make it happen quickly because I know what it's like now.

Q: What would have helped you go to court?

If the police had been a bit more on top of things.

Mixed race White and Asian Man, aged 46-50

5.4 SOURCES OF HELP AND SUPPORT

Landlords and Housing Associations

One third of respondents had reported the incidents to their landlords or to housing associations. Of this one third the majority described being ignored or not being taken seriously by landlords and housing associations.

The Housing Association has let me down massively. They haven't been a support. They have policies about antisocial behaviour and I've had them down about three or four times but they say I can't prove it so nothing gets done.

Mixed Race White and Asian Man, age 46-50

Yes. They've done nothing as they are still looking into it but they are not giving me any update about it.

Somali Woman, aged 31-45

Yes. It was actually my neighbour who attacked me that reported to the Old Ford Housing Association but when the housing officer came, she realised that the situation was quite different. However, they couldn't help me as such, I was just advised to take legal action.

Bangladeshi Woman, aged 31-45

17% of respondents described positive outcomes that arose from reporting incidents to landlords or housing associations.

Yes. I reported it to the Housing Association (Bancroft TMU) and they checked the CCTV to see if it caught anything, after that they moved the CCTV to face the front of my property.

Mixed race White and Asian Woman, aged 31-45

The next day we went to the Council because it's a Council place. It was quite good that person. She sorted it out right away. Basically she made phone calls to the anti-social behaviour team. She called them and she also put it in writing to them that, "This is abusive, we will not tolerate that kind of behaviour in the building," and that they're going to investigate as soon as possible.

Black British Woman, aged 21-25

The Council assisted by installing CCTV near my home to monitor and record any incidents that took place.

Bangladeshi Man, aged 51-55

Housing (the Council) are trying to look for another accommodation for me.

Somali Woman, aged 31-35

Third Party Reporting Systems

Third party reporting systems allow a victim to report a crime to an organisation who will pass on the details to the police - this can be done anonymously. Two-thirds of respondents said that they had used third party reporting systems, although for many the main third party reporting system listed was Victim Support. In a number of cases TPRs appeared to be used as a source of information rather than for formal reporting. 17% utilised the Hate Crime Hotline.

Help from other Organisations and Individuals

Most respondents had relied upon support networks constructed of organisations and individuals to help them through their experience of hate crime and, in some cases, to advise them in seeking redress with the police or the courts. Only 25% did not utilise any support from organisations or individuals.

These sources of support included friends and family members for most respondents. 33% listed ethnic group-oriented community organisations, mainly the Ocean Somali Cultural Association. 17% listed therapists or counsellors as sources of support. 8% had gone to their local MP for support and advocacy purposes.

Who was most helpful to you?

In describing which services and people were most helpful to them during their ordeal with hate crime, respondents listed local community organisations, Victim Support, and the police as most helpful. One third listed local community organisations and one third listed Victim Support. One quarter listed the police as most helpful and the remaining 8% of respondents felt their local MP was most helpful for them.

Who was least helpful to you?

On the other hand, many respondents (42%) listed the police as the least helpful to them.

This is because of the perceptions of racism, prejudice and indifference outlined earlier. In some cases it may be that unrealistic expectations of the remit and abilities of law enforcement authorities came to colour respondents' perceptions of service. Several respondents experienced deep dissatisfaction when their attackers were not arrested or prosecuted, and became convinced that the police system as a whole was not working or was directly antagonistic to themselves.

One third reported that housing associations and local council housing staff were the least helpful to them. As with perceptions of the police however, it is possible that unrealistically high expectations set some respondents up for dissatisfaction with the services they received from housing associations and the Council. For instance, the inability of housing associations or the Council to move some respondents was perceived as evidence of bureaucratic entropy or indifference.

5.5 IMPROVING SERVICES

The majority of respondents felt that the best way to improve services for victims of hate crime would be to target the police, housing associations, and the Council.

The best thing the police can do is to deal appropriately with who ever has been reported to them. If the police let them go with a slap on the wrist, offenders will keep on offending. Knowing that people get appropriately disciplined puts me more at rest.

African Man, aged 31-45

Getting a status update from the police would have been helpful. I didn't hear anything from them until about three months, after I had almost forgotten about the incident.

African Man, aged 31-45

I would change the police force first of all. I'll make them follow their rules and regulations, what they are not doing at the moment.

Bangladeshi Woman, aged 31-45

I think that the Council should keep in regular contact with the victims and at least try and help them in any way.

Bangladeshi Man, aged 31-45

In general, speed of responses and action and better coordination across agencies and service providers were the major areas of advice from the interviewees.

I had a lot of different incidents but this was not linked together, it was not considered hate crime until someone put something at my door but obviously, I was being targeted. All the information could have just got lost. The Hate Crime Hotline is not interested in other incidence of harassment, if it is not hate crime, if that person had not put something racial on my door, there would not have been any system in place to help me move. The Council need to broaden their idea of hate crime so that there will be some safety for people who are vulnerable. They need to look in between the lines, although my neighbour harassed me for over a year, I didn't fit in the right category to receive any support.

Mixed race White and Asian Woman, aged 31-45

The police could have done a home visit. Every time I went to speak to someone they were never there or they were on a course. Your case gets transferred and you get confused about what's going on and who to speak to about it.

Mixed Race White and Asian Man, Aged 46-50

I would recommend just to expedite it more and not let things drag on so people don't become bitter and twisted about it.

White British Man, aged 51-55

When asked what they would advise a friend to do who had been through a similar incident, the majority said they would tell them to go straight to the police. Additionally, many described the complexity of navigating the associated procedures involved in reporting hate crime to the police and accessing related services such as Victim Support or Council services. For this reason many respondents described the necessity of taking an active hand in guiding future victims through the entire process.

First, I'll tell them to report to the police, because no body in the council will do anything if you don't have a crime report. You also need to have a diary and collect as much evidence as possible. If I had a friend I the council flat, I'll tell them to report to antisocial behaviour.

Mixed race White and Asian Woman, Aged 31-45

Tell them to go to the police straight away. Tell them to get advice and get counselling and go to victim support. I would go along with them and introduce them to the network of support agencies. I would recommend they use the services because I know what is out there for them.

Mixed race White and Asian Man, Aged 46-50

One third described the need for involving religious organisations and community leaders in offering support services to victims of hate crime. This sentiment was more prominent among people who had experienced racially-motivated hate crime. Additionally, many felt they were beaten by their antagonists in reporting to police, housing authority, council, and that they were not trusted by the authorities in a contest of “his word against mine.”

6 SERVICE PROVIDER & STAKEHOLDER RESPONSE

6.1 OVERVIEW

Service providers, commissioners and other stakeholders were invited to a Cooperative Enquiry Workshop on 16th March 2009 to discuss the emerging findings and assist in the identification of recommendations. Participants in the event are listed in Section 8.2.1.

In addition, a number of other stakeholders were invited to contribute their views through interviews or informal discussions. Stakeholders participating in this phase of the research are listed in Section 8.2.2.

6.2 COMMISSIONERS AND LEAD PARTNERS

Whilst policy makers in the Council and the Police Service have had the chance to comment on this research as the project progressed, we also provided the opportunity for them to participate in one to one interviews. The comments below provide a flavour of the issues raised in these interviews with recommendations captured in section 7 below.

All stakeholders were very proud of Tower Hamlets achievements and the regional and national recognition its work enjoys. Alongside the Council's commitment it has the best staffed community safety unit in the whole Metropolitan Police Service which consistently meets its Sanctioned Detection Rate targets for hate crime.

Other key issues celebrated by lead partners in these interviews included:

- Producing the comprehensive Hate Crime Manual,
- Commissioning the Disability Hate Crime Report and Information Pack,
- Establishing the Champions Project, a well resourced Third Party Reporting programme.
- Systematic investigation by partners of all individual cases through the Hate Incidents Panel and,
- Establishing the No Place for Hate Campaign and Pledge.

The commitment of key staff and partnership working were identified as the key success factors. The Forum and its broad and growing membership was a real indicator of partnership and progress. However, there were concerns amongst some stakeholders that the very size of the Forum created its own problems, slowing down decision making and

leading to a level of repetition. There were some comments that more engagement by Councillors in RHIAF could be helpful, and it was noted that training for members was likely to start this year.

The commitment of the Council in this area may, it was felt by some, means that other partners do not take enough responsibility for its work. Structures, processes and leadership all in place but the problem was expressed as some partners not always delivering. Both the new hate Crime Pledge and the personal commitments to action for the coming year are designed to counter this problem.

Under the old performance regime hate crime was tracked through a specific best value performance indicator (BVPI 175). Now this has gone the Council has developed its own indicator around enforcement (75% of cases where there is an identifiable perpetrator will lead to enforcement actions). However, a statutory duty would make a big difference to ensure that all partners take this seriously and deliver on the hate crime agenda.

Other areas for improvement identified by stakeholders included:

- Enforcement levels - this was identified at the biggest problems for the borough with some commenting that the transfer of enforcement from the hate crime team appears to have had a negative impact on levels.
- Customer satisfaction is too low with both Council and community services - For example, Victim Support get a very low response rate (19.5%) to satisfaction surveys, although their new service level agreement sets more ambitious targets for the coming year.
- Responsibility for tackling hate crime must be owned by all in Tower Hamlets, rather than the responsibility of one or two individuals or departments.
- Council data and police data do not always match. There needs to be more common definitions between partners e.g. what constitutes a crime and what is an incident.
- Although the police are good and people seem generally happy to report to them the TPR network provides a useful safety valve. There are some concerns that they report old crimes and low level issues. Although the number of cases is small they can provide incomplete evidence which means follow up actions cannot happen.

- There are different drivers for the Council and the Police. Police do not want unsolved crimes on their books and around 40/50% are solved. Home Office use different outcome measures and they do not recognise alternative resolutions in police statistics (e.g. ASBOs, re-housing etc).
- Maybe the Forum is too dependent on hard evidence - when the homophobic stabbing happened it highlighted problems on the Boundary Estate - statistics hadn't highlighted this but partners and staff said it had been a problem for years. However, staff had not highlighted this "soft intelligence" before the stabbing, so there is a pressing need for all partners to report.
- Children's and Young Peoples services are difficult to integrate and engage with this agenda - but communication is improving.
- There are a large number of Registered Social Landlords (RSLs) in Tower Hamlets and not all are fully engaged in this agenda. However there are examples of good practice with Old Ford HA is developing a victim's charter and Poplar HARCA developing training for the sector.
- There were some concerns that all parties may be slow to respond to new and emerging communities. There may also be a need to extend the remit of RHIAF beyond the six equality groups to others at risk.
- Repeat victimisation is a key problem in Tower Hamlets, alongside building reporting and enforcement structures there is a need to also build individual and community resilience.

6.3 OTHER PARTNERS

6.3.1 TRAINING

Most of the TPR site staff and Hate Crime Champions were satisfied with the training they had received from the Borough. For the TPR sites however, many voiced the desire to participate in additional hate crime awareness trainings and to have better training specifically about TPR practices and follow-up procedures.

There is a need for ongoing training every six months or so, especially because many of the staff at TPR sites move on to work for other organisations. The one initial training by Tower Hamlets is too little; we need to keep the skills and awareness and commitment up with ongoing periodic trainings.

-Fazal Mahmood, Positive East

Hate Crime Champions who led hate crime awareness trainings in the community suggested several best practice examples. Chief amongst them was the need to tailor training to local circumstances and specific target communities.

You need to learn to listen and not lecture; this gets people in the training sessions to talk, feel comfortable and unthreatened and to think about other diversity groups and what they go through. I find a listening tool is helpful: you need to tell people that they were born good, but that they need to take responsibility for the bad messages that they receive and pass on in society. When people don't feel attacked or threatened they are willing to open up and approach contentious issues in a constructive way.

-Christine Sheppard, Age Concern

Best Practice Example

The Youth Peers group at Tolerance in Diversity raises awareness of hate crime in Tower Hamlets by trainings they give at community organisations and schools in their role as Youth Champions. They have developed their own outreach training sessions based upon interactive games, role playing, and discussion sessions. Through participatory methods the Youth Champions raise such issues as identifying hate crime and the six diversity strands, understanding how victims can become perpetrators, how to break the cycle of hate through reporting, and identifying TPR sites in a final quiz that rewards the winning team with chocolates. The Youth Peers at Tolerance in Diversity would like to see a similar outreach and training model rolled out across Tower Hamlets because, as they see it, raising awareness is the first and vital step to reducing hate crime in the Borough and peer outreach volunteers are the most effective agents for reaching other young people.

Best Practice Example

One Hate Crime Champion based at Victim Support, has conducted several visits to LGBT venues where he promotes the TPR service and raises awareness on hate crime in the Borough. This involves setting up a table with information, treats, and publicity items such as wristbands and keychains. Sometimes these visits are carried out in collaboration with other stakeholders, such as staff members of Positive East and the police. This increased the range of the outreach audience and demonstrated to the community the

Borough's commitment to tackling hate crime through a partnership approach.

6.3.2 BARRIERS TO REPORTING

Many TPR staff members described the tendency of various marginalised or at-risk groups not to report hate crimes (or other crimes) as one of the major barriers to increased hate crime reporting. Chief among these marginalised groups were asylum seekers and illegal migrants who avoid authorities because of their legal status, negative expectations, or unfamiliarity with services. Other groups that were mentioned included homeless people, the elderly, LGBT people, and young adults (in their 20s and 30s) who do not access services.

As with the trainings suggestions above, many TPR staff and Champions suggested targeted community outreach and awareness raising activities specifically tailored to the groups in question.

*The problems are about accessibility and building relationships, but
this takes a lot of resources and time.*

-Kate Blackshaw, Victim Support

Another important barrier area included attitudes about hate crime and diversity groups. For instance, the Youth Champions stressed the point that many of the young people they worked with had negative attitudes towards 'grassing' that prevented reporting of hate crime. Many young people also view forms of harassment and bullying as 'a bit of fun' even though they may constitute forms of hate crime. At the other end of the spectrum, one stakeholder at Age Concern described the resistance some community members have to seeing ageism as a problem or accepting the elderly as one of the six diversity strands.

Across the board most of the TPR site members described the tendency of their particular organisations to focus on their own service users, often a distinct diversity group, to the point that other groups were more or less excluded. As one stakeholder explained, every TPR site is supposed to be receptive to all of the diversity strands, but in reality they often cater to one or two groups because of the nature of the service they provide and this makes it less likely that hate crime victims from other groups would come to them for the TPR service.

We host a Girls' Group for 13 to 19 year olds. Most are Bangladeshi.

I've tried to reach out in the community and gather more people, and invite other groups, but with limited space and resources it is hard to accommodate more people. So our core group of Bangladeshi girls are our main clients and any TPR use will likely be by them.

Bilashee Sadika, Youth One Stop Shop

There are other barriers that arise from the nature of the service that is offered at the TPR sites. For instance, one stakeholder at the One Stop Shops felt that it was unlikely for any hate crime victim to wait in the queue for half an hour with the other service users and then ask at the window for the TPR service. While in theory the victim would then be brought to a private room to talk with a member of staff who had undertaken the hate crime training, the experience of waiting in the queue and asking for the TPR service in front of other service users would likely deter anyone from reporting hate crime through that particular channel.

6.3.3 FOLLOW UP PROCEDURE

Many stakeholders expressed dissatisfaction with the training they'd had on how to follow up on clients who had made a TPR report. Additionally, several TPR staff members brought attention to the fact that the Hate Crime Manual does not cover all of the scenarios that staff may face. In particular, the Manual does not adequately describe the TPR site's responsibility to the client for follow-up support once an incident report has been submitted.

It would be useful to know more about follow up policy. Right now we're not always sure what to do after a referral has been made.

-Bilashee Sadika, Youth One Stop Shop

Some stakeholders claimed that in cases the victims do not want to be contacted after their report is made, that they would prefer to pursue matters on their own.

Sometimes with hate crime reporting it is not good to refer people on to other services; they are too distressed and don't want to be passed about between organisations.

-Graham Baines, Providence Row

Kate Blackshaw at Victim Support explained that it is left up to the individual whether

they want additional follow up support once they have made a report. Victim Support does not currently keep any statistics on how many people utilise additional follow up services or how many people go on to take their case to court. However, for domestic violence cases Victim Support is beginning to use CAADA, a nationally recognised monitoring spreadsheet, and will continue to develop their monitoring system for victims of domestic violence.

TPR organisations that did play a greater role in supporting clients who had used the reporting service described some cases of frustration and unmet expectations with the follow up support that they offered. For instance, at Positive East staff members will often speak to housing officers on behalf of their clients who suffered some form of crime or harassment in or around their accommodation. However, many clients would prefer to be moved into new accommodation and this is not always possible. In this way the compromise solutions that Positive East's staff members try to offer their clients are sometimes disappointing because they are not as drastic as the client had hoped.

Best Practice Example

One stakeholder drew attention to the way that community partnerships against hate crime are maintained in the London Borough of Redbridge. In Redbridge all TPR partner organisations meet at a monthly Hate Crime Incidents Panel to share experiences and best practice. This also allows them to compare numbers of referrals and get a clear idea of what the other partners are doing. In addition, all referral reports are emailed to the other TPR members. This promotes sharing of best practice in reporting procedures and also ensures greater transparency of reporting and follow-up practice.

Best Practice Suggestion

One stakeholder described the need for better communication and facilitation between TPR members. For instance, the Tower Hamlets could keep a database of all TPR staff members who have received training and keep them updated with periodic emails on changes in law and policy regarding hate crime. He also suggested that the Council could maintain a separate Hate Crime website to keep the broader community updated on developments in hate crime issues and to publicise the TPR and Champions programmes.

6.4 YOUNG PEOPLES' FOCUS GROUP

On 21 April, 2009, a focus group was held with the Youth Peers group of volunteers at Tolerance in Diversity (TID), Limehouse. TID's Youth Peers group are also LBTH's Youth

Hate Crime Champions and deliver trainings and awareness-raising sessions around Tower Hamlets at youth centres and schools.

The focus group consisted of 12 Youth Peers. Two-thirds were male and one-third female. Two-thirds of participants were aged 17-19 years old and one-third were aged 20-22 years old. The majority of participants identified as Bangladeshi or Bangladeshi British and one participant identified as Pakistani. Two-thirds were Muslim and one-third chose not to disclose religious affiliation.

6.4.1 WHAT WOULD YOU LIKE TO SEE CHANGED IN YOUR TOWER HAMLETS?

Participants voiced the need for more youth centres in Tower Hamlets, because they were seen as positive places for young people to meet and get involved in their community in constructive ways. Specifically participants would like to see: *greater choice* in the types and locations of youth centres; more centres for *younger age groups* such as early teens who are presently excluded from youth centres catering to late teens and young adults; and *more camps and events* during school holidays to give young people constructive activities when they need them most.

Creating more jobs for young people was a high priority and seen as the best way to keep young people out of trouble, proud of themselves, and engaged in positive activities to benefit the community.

More equality, particularly in pay scales for women, was also seen as an important issue. Additionally, greater diversity in schools through mixing of ethnic groups was seen as an effective way of fostering understanding and tolerance.

Reducing binge drinking and zero tolerance for drug dealers were priorities and seen as important and effective ways of reducing associated violence and crime.

Cracking down on underage driving was seen as a necessity in order to reduce car theft. Less graffiti and ending the postcode wars were priorities for reducing gang activities.

Improving public spaces was another priority, best approached by providing more rubbish bins and reducing traffic.

6.4.2 WHAT DO YOUNG PEOPLE IN TOWER HAMLETS THINK ABOUT HATE CRIME?

Focus group participants reflected upon what they felt other young people in Tower Hamlets knew or believed about hate crime in general. They felt that there was generally very low awareness of hate crime amongst their peers. This was indeed the greatest obstacle to reducing hate crime in the Borough as they saw it.

Too many young people are poorly informed about what constitutes hate crime, and too few are confident enough to report hate crimes when they experience or witness them. One reason for this is that amongst many young people forms of harassment and bullying are seen as 'a bit of fun' and not taken seriously. Additionally, while those young people who are opposed to such activity may be the 'silent majority', they are unaware of it and continue to think that they are the only ones who think bullying and abuse are wrong.

Neutralising peer pressure was seen as the key to reducing harassment, abuse in school and hate crime. Many young people are afraid of being seen as a 'grass' by their peers if they report hate crime and they need to realise that perhaps more young people would support their actions than they are aware.

Young people in Tower Hamlets are also not aware of the avenues available for reporting hate crimes. For example, few are aware of the TPR service and focus group participants stressed that many young people do not feel that they are stakeholders in the community and therefore are not accustomed to accessing One Stop Shops or meeting with Council representatives who may be able to help them. Participants also felt it important to note that many young people are afraid of police and figures of authority and tend to avoid such bodies.

6.4.3 WHAT WOULD YOU CHANGE TO REDUCE HATE CRIME OR INCREASE REPORTING?

Focus group participants felt that the peer workers model was a great approach for awareness raising amongst young people because it gets people talking, role playing, and thinking about hate crime. This dialogue is a good start, but it is only the beginning of a long process that needs to be sustained. For this reason participants explained that peer workers groups should be rolled out across LBTH and that it needs to be integrated into primary schools to raise awareness at younger age.

7 CONCLUSIONS & RECOMMENDATIONS

7.1 A PRIORITY FOR TOWER HAMLETS

Tower Hamlets has demonstrated a strong commitment at the highest levels to both tackling hate crime and providing support to victims of hate crime. This forms part of the Council's wider commitment to equality recognised in Tower Hamlets being the first to attain Level 5 of the Equality Standard for Local Government, its high ranking in the Stonewall equality index etc.

The Crime & Disorder Reduction Partnership (CDRP) also places considerable emphasis on tackling hate crime. This commitment is not fully reflected in all top level documents such as the Local Area Agreement but the refresh of the Community Plan now makes a strong reference to the "No Place for Hate" campaign. This could serve as a useful model when other documents are refreshed.

It has established a multi agency forum as a sub-group of the CDRP, the Race Hate Inter-Agency Forum, and this is chaired by a senior officer, the Council's Head of Scrutiny and Equalities. In other priority areas the Council has also demonstrated its commitment to that area by the appointment of a lead member to champion that issue. There is not currently a lead member whose specific role is to champion actions on hate crime.

- R1. As opportunities arise to refresh key strategic documents the Council should use these to re-state and reinforce its commitment to tackling hate crime.
- R2. The Council should consider appointing a lead member as the borough's champion for hate crime.

In addition, it was noted that with move from the old Comprehensive Performance Assessment regime in 2008 to the Comprehensive Area Assessment regime the best value indicator relating to hate crime has been lost. To ensure continued priority by all partners to this issue it was suggested that Tower Hamlets should work with other boroughs to develop a new indicator.

- R3. Tower Hamlets should work through London Councils to develop a means of ensuring that efforts to tackle hate crime have a robust indicator of performance.

7.2 TACKLING HATE CRIME THROUGH PARTNERSHIP

Tower Hamlets has championed a multi-agency approach to hate crime with the Race & Hate Inter Agency Forum at its heart. Stake holders consider that this body has been useful in keeping hate crime on the agenda, sharing information and co-ordinating and planning services for victims on the basis of evidence collated from across the borough. The cycle of quarterly meetings is considered appropriate. The breadth of the forum's membership, which continues to grow, is considered a particular strength of Tower Hamlets approach but the size of forum meetings may militate against strategic decision taking.

R4. Consideration should be given to establishing a smaller "executive" committee, perhaps based around the Hate Incidents Panel to drive the strategic agenda between meetings.

7.3 THE SCOPE OF THE FORUM

RHIAF developed from the Racial Harassment Inter Agency Forum, when that was issue was the key priority relating to external drivers such as the Stephen Lawrence Inquiry. Whilst incidents relating to race are still by far the largest category of hate crime reported in the Borough, the scope of the forum extends considerably beyond this to all six equalities groups. The current name of the Forum may reinforce perceptions that the Council and its partners prioritise tackling race hate crime above that for other groups.

R5. Consideration should be given to re-naming the Forum to reflect its concern with the wider scope of hate crime and reinforce the message that Tower Hamlets considers tackling all hate crime and incidents a priority.

Tower Hamlets is rightly concerned with reducing under-reporting of hate crimes. Recent figures have shown a reduction in the reporting of hate crime, this may mean that there has been a drop in actual offences or may indicate that under-reporting is increasing. In looking at the figures and changes in the agencies collating reports it would appear that the decrease in reporting may reflect changes in the ease that members of the public may have in reporting thought their landlords, with the absence of adequate means in some Registered Social Landlords contributing to this decline.

We appreciate that the Forum needs to maintain its focus on ensuring that hate crimes are reported and that the proportion of unreported incidents declines. In particular, the

number of incidents is a key criteria for assessment with the Police Strategic Assessment which in turn sets the priorities for policing and the CDRP in the borough.

However, from many of the interviews with victims there is a concern at the lack of action taken following reports. Similarly with the majority of individuals reporting repeat victimisation there is also a concern amongst victims that insufficient priority is attached to prevention work. This *apparent* focus on tackling under reporting at the expense of enforcement or other actions and effective prevention work is impacting upon the level of victim satisfaction which is generally low. We are of the view that the best advocates for improving levels of reporting are people whose experience of doing this is good, present low levels of satisfaction are affecting people's willingness to report and encourage others to report hate crime incidents.

Alongside encouraging reporting, the Forum needs to be seen to be placing equal or greater priority on securing outcomes, prevention work and raising levels of victim satisfaction. Both victims and wider stakeholders are concerned that more priority should also be attached to preventing hate crime incidents from occurring. RHIAF sets aside one meeting per year to review and develop its strategic objectives, this provides an opportunity to revisit current priorities.

R6. We recommend that RHIAF reviews its objectives and restates these as tackling hate crime through four strategic objectives:

- 1) Actions to prevent hate crime and promote community cohesion
- 2) Actions to improve services to victims and raise victims' satisfaction with both reporting mechanisms and outcomes
- 3) Actions to improve actions taken against perpetrators
- 4) Actions to improve the reporting of hate crime.

In addition to affirming these strategic objectives we suggest that RHIAF should review current priorities and identify clear actions against each strategic objective. The next set of recommendations suggests actions that should be included to address each strategic objective.

R7. 1) Actions to prevent hate crime and promote community cohesion should include:

Deterrence - building upon the actions taken under strategic objective 3

below RHIAF should develop a media strategy to promote the outcome of hate crime reports and the actions taken against perpetrators.

Education - building upon the work undertaken in schools and in the youth service, the Council should continue to develop work in educational and related settings about hate crime. This should be linked to individual establishments' anti-bullying strategies which must include all equalities groups and explicitly address tackling discriminatory behaviour. Attention should also be paid to raising awareness and addressing negative attitudes to other communities in young people not in education, employment or training (NEETs)

Investment - the Council's capital programmes should be directed to prioritising investments that reduce tensions in neighbourhoods such as sound proofing in homes, improved refuse points etc. and in improving deterrence, such as CCTV.

Early intervention - that situations are identified and opportunities provided for de-escalation of disputes (particularly between neighbours) that may lead to hate crime incidents, through, for example, mediation services.

R8. 2) Actions to improve services to victims and raise victims' satisfaction with both reporting mechanisms and outcomes.

Service Standards - All services should have clear, explicit and publicly available commitments around hate crime, linked to the Pledge and based around those set out in the Hate Crime Manual

Monitoring - All victims using police, council or TPR reporting opportunities should be provided with the opportunity to participate in a satisfaction survey. This should include their:

- experiences of reporting,
- support in identifying desired outcomes,
- satisfaction with actual outcomes,
- access to other support services arising from their hate crime incident and,
- willingness (or otherwise) to act as advocates to friends and family for reporting similar incidents.

These should be undertaken within one month of reporting the incident and six months after reporting the incident.

Evaluation - Results should be analysed and reported to RHIAF with action plans developed based on findings.

R9. 3) Actions to ensure enforcement is taken against perpetrators - to reflect victims' concerns with improving outcomes from their reports of hate crime: RHIAF should work with the new CPS Borough Hate Crimes Co-ordinator to increase the rate of prosecutions for hate crime.

The Council should work with landlords to improve actions up to and including the eviction of perpetrators of hate crime.

The Council should examine the greater use of anti-social behaviour orders for perpetrators of hate crime.

The Council should work with Youth Offending Teams, Pupil Referral Units, Schools and Youth Services to develop a range of appropriate actions to be taken with young perpetrators of hate crime.

The police and council should work together to identify the scope for securing funding and applying alternative means of redress including restorative justice methods in cases of hate crime.

R10. 4) Actions to improve the reporting of hate crime should continue to seek to improve the sharing of information between agencies and maintaining a range of methods and places where the public can report hate crime.

Police - whilst opportunities for locally reporting hate crime appeared to work relatively well there was some dissatisfaction with remote reporting (call centres) located outside the Borough. Tower Hamlets police need to work with their colleagues in the MPS to raise the quality of service from these centres.

Council - the council needs to maintain the opportunities for reporting hate crime currently on offer. It needs to work with its registered social landlords to develop common standards for reporting and acting upon hate crime for all public sector tenants.

TPR - the breadth of current coverage needs to be maintained and regularly reviewed.

7.4 EXTENDING THE DEFINITION OF VICTIMS

The issue of vulnerability has been raised by a number of stakeholders. This has included suggestions that vulnerable adults are more likely to be victimised than other individuals.

This research supports these suggestions with a significant proportion of interviewees identifying other vulnerabilities such as poor mental health contributing to them being victimised. In making the case for vulnerability it is important to avoid stigmatising all victims as “vulnerable”.

Similarly, stakeholders also identified other groups at risk of hate crime that do not fall within the six equality categories but are victimised because of their perceived identity, for example homeless people and sex workers. Young people through the focus group were keen to highlight that individuals can be victimised because of their appearance or because of their (socio-economic) status. Some stakeholders stressed that those who are most excluded or socially isolated are the least able or willing to report.

R11. RHIAF should consider extending its definition of hate crime beyond the six equality groups to others who are at risk of victimisation because of their perceived identity.

R12. RHIAF should consider developing a response that targets resources towards those whose vulnerability may place them at greater risk of victimisation, in particular those with poor mental health. This targeting of resources should include those who are victims of hate crime, not because they fall into one or more of the six equality groups, but because of other aspects of their identity or lifestyle, such as homeless people.

In extending the definition of hate crime to include those who are victims as a result of their identity or perceived identity and targeting resources at those individuals considered “vulnerable” there will need to be greater clarity in the relative roles of those responsible for delivering the hate crime agenda and those responsible for delivering the vulnerable adult protection agenda.

R13. Should RHIAF consider extending the definition of hate crime and targeting resources at those individuals considered “vulnerable” the Council will need to ensure that there is clarity in the relative roles of Community Safety and the Adult Protection Team.

Some stakeholders commented that the work of RHIAF would be improved by common definitions between partners. This includes the lack of common definitions between the police Community Safety Unit and the Council’s Community Safety Service, but also

within the Council, particularly in relation to the different terminology used in Children's services.

R14. RHIAF should continue its work on developing common definitions for use by all partners in describing hate crime and the responses made to tackle these incidents.

7.5 THIRD PARTY REPORTING

The report indicates that under-reporting continues to be a feature of hate crime in Tower Hamlets. Substantial resources have been invested in third party reporting (TPR) schemes targeted at high risk communities. In 2008 the number of TPRs was dramatically reduced from more than 30 to 12 to allow for better support to be provided to each. The 12 TPRs ensure that a wide range of languages supported through these schemes. We did not find evidence that the current mix of schemes was inappropriate or that significant communities at risk were left un-represented. However there were some concerns that the range of providers needs to reflect emerging communities in the borough, in particular Eastern European migrants.

Young people felt that they were the group that were most likely to be uncomfortable reporting incidents to the police and that TPRs could play a greater role in supporting reports from young people.

R15. The breadth of current TPR schemes should be maintained, but subject to review at least once every two years to ensure that the mix of TPR schemes reflects the emerging diversity in the borough.

R16. The Forum should work with the Inter Faith Forum to give consideration to engaging the Catholic Church as a TPR to ensure that people from Eastern European countries had access to reporting options.

For asylum seeking communities TPR (through community groups working with refugees such as Praxis) can present the only safe means of reporting hate crime where an individual's right to remain in the UK is in question.

R17. Guidance should be sought from the police on local policy in relation to detention and removal for those who do not have the right to remain in the UK wishing to register a complaint about hate crime and issued through the

Forum to all TPRs.

Unlike many other areas, Tower Hamlets has developed a body of resources for TPRs including its TPR Partnership Protocol, standard procedures and common documentation held in its Hate Crime Manual. This is to be welcomed and it too often absent in other areas. The Council has also provided training in using these to more than 800 people. However, there are concerns expressed by a limited number of stakeholders that some key staff are not getting trained or that their agencies are too under resourced to follow the procedures. The Council does provides “refresher” training but may need to re-promote this to agencies that have identified difficulties in this area.

Concerns were also raised at the slow uptake by organisations in signing the hate crime pledge developed by RHIAF. This included a number of TPRs.

The Council provides substantial funding to the voluntary and community sector. This provides the potential for leverage with all of these organisations to secure commitments to both signing and “living” the Pledge. Similar leverage may also be used with commercial suppliers to the Council.

R18. The Council should review the resources available to support TPRs to ensure that they can comply with the standard procedures and common documentation. Support should be targeted at those who have committed to the Hate Crime Pledge.

R19. The Council should use its funding to the voluntary and community sector as leverage to secure their engagement in the commitment to tackle hate crime including the expectation that they will move to signing the Pledge.

R20. The Council should examine the scope for developing its procurement processes for all goods and services to include commitment to signing and delivering the Pledge.

It should be noted that participation in the Forum or committing resources by agencies to staff time in building and maintaining networks is likely to have a positive impact upon both the service provided and in terms of good staff development.

7.6 SUPPORT FOR VICTIMS & THE IMPACT OF HATE CRIME

Hate Crime affects all of the different equality groups in Tower Hamlets with individuals

subject to everything from insulting words to serious assault. There is also substantial ongoing victimisation, and many of the perpetrators were known to the victim. The impact of these hate crimes on the victims varies, with commonly reported impacts including: emotional responses such as anger, hurt and fear; fear of the attacks worsening; financial burden; mental and physical illness; and trauma in children.

The most severe crimes from the victims' perspectives are either serious assault or extensive damage to property or less serious, albeit continuous, abuse such as verbal insults or window smashing. A few respondents reported experiencing "no effect" or "shrugging off" abuse as part of daily life. In common with studies around victims of domestic violence, several of our respondents also reported feelings of shame at being the victims of such crimes.

In all cases these crimes impacted upon the victims' quality of life with some suffering traumatic change.

There are problems for individuals in identifying the appropriate agency from which to seek help and support and there appears to be limited signposting between agencies, with some individuals feeling that they were being "bounced around the system". Once the appropriate agency has been identified it appears to be relatively good at taking practical action, however, there does appear to be some deficiencies in more pastoral care and emotional support.

R21. RHIAF may wish to consider developing the current directory of services contained in the Hate Crime manual to more clearly identify those agencies that can provide both practical and pastoral support to victims of hate crime to facilitate better and speedier referral to the appropriate agency. Opportunities for sharing best practice between front-line staff in Council services and TPRs should be considered. The development of the directory could provide another opportunity to promote the Hate Crime Pledge with those included in the directory expected to commit to the Pledge.

A significant proportion of victims have suffered from repeated incidents. Similarly, there are some indicators that point to increased likelihood of victimisation, such as being one of the equality groups and suffering from poor mental health or social isolation etc. As part of both the prevention and the support strategies consideration should be given to

building up the *resilience* of individuals and communities. As part of the Council's commitment to tackling domestic violence it has invested in a range of measures to build resilience such as the recently developed "Warrior Women" course to enhance personal safety training, build self esteem and provide opportunities for self-help. Such models could be developed in relation to hate crime.

R22. RHIAF may wish to consider ways in which it could support the development of more pastoral care and emotional support to victims. This could include providing opportunities for building the resilience of at risk individuals and victims adapting models developed to tackle domestic violence.

A significant proportion of victims reported poor mental health. For some this was exacerbated by their experience of hate crime. The PCT is receiving additional funds to deliver more counselling support through the Improving Access to Psychological Therapies (IAPT) programme.

R23. The council should work with its partners in the PCT to prioritise victims of hate crime as beneficiaries of the Improving Access to Psychological Therapies (IAPT) programme as this comes on stream in the borough.

7.7 THE POLICE AND THE JUDICIAL PROCESS

Victims reported a number of extremely positive experiences of the Police Service. Most victims interviewed had reported their experience to the police. High levels of satisfaction were reported in particular when the police responded quickly and when there were visible investigations by uniformed officers.

Similarly stakeholders reported high levels of engagement by the police Community Safety Unit (CSU) in joint work and through the Forum.

However there are some areas of concern, a number of victims felt that they were not taken seriously or were in fact viewed as potential criminals by the police. The reception faced by people reporting hate crimes to the police was mixed with a significant number facing poor or hostile service. In developing responses to these issues there is a problem in identifying which part of the police service is the object of criticism, for example call centres located outside the borough, support staff, general police officers or the CSU officers themselves. Centralisation of hate crime data to avoid having to retell the story

of the incident, faster response times, and more effective follow-up procedures were recommended by many victims.

Victims also complained of not being kept informed of progress in their case. The Metropolitan Police Service has committed itself to the new Policing Pledge. This includes the commitment to:

“keep victims of crime informed about the progress of cases at least once a month”

Both stakeholders and victims reported concerns at the low level of prosecutions for hate crimes, with victims often identifying the police as the stumbling block to greater prosecutions. There is frustration on the part of the police that they are held responsible for the lack of prosecutions when decisions in this regard rest with the Crown Prosecution Service (CPS). The CPS is appointing hate crime co-ordinators for each Borough and this should be point of liaison to increase the rate of prosecution.

People from Somalia in particular appeared to receive the least positive service.

In seeking to disaggregate the victims concerns with “the police” it is clear that the most positive experiences related to the service provided by individual officers, often in neighbourhood teams. The most negative responses appeared to relate to reception services and telephone contact.

R24. Tower Hamlets police need to ensure that there is training available to all staff in dealing with hate crime victims. This should include civilian staff operating reception services. Tower Hamlets police need to work with their colleagues in the MPS to ensure that such training is extended to call centre staff operating outside the borough.

R25. The police need to increase the priority given to informing victims of progress in their case and for hate crime victims ensure that they meet the requirements of the Policing Pledge to keep victims informed at least once a month.

R26. Tower Hamlets police need to consider their wider response to, and community relations with people from Somalia. Consideration should be given to ensuring that appropriate language support is available to all reception staff to ensure better access for people from this community.

Only two victims in the sample had been to court, reflecting perhaps a gap in legal information services or scepticism about judicial proceedings. The experience in court was positive and Witness Service was not used by the victims because it was deemed unnecessary. The perceived lack of prosecutions was a concern for many victims, and although the decision to prosecute is made by the CPS, victims felt that the lack of action was a police failure. It should be noted that in some cases perpetrators may have been brought to court but no witness was required where they gave a guilty plea. The introduction by the CPS of borough hate crime co-ordinators presents an opportunity to promote further actions in this area.

- R27. The CDRP with the local Criminal Justice Board and Thames Court need to work with the CPS to increase the number of cases resulting court action.
- R28. The CPS needs to improve the communication of its decision making on proceedings to the victims of hate crime.

7.8 OTHER SUPPORT AGENCIES

Most of the victims who accessed Victim Support were quite positive in their perceptions of the service. Other important sources of support were community organisations targeted at the individuals' particular equality group and the Hate Crime Hotline. Sympathetic and empathetic responses were highlighted as being of benefit as was the work of some agencies in negotiating the system and advocating for victims to achieve practical outcomes.

With the largest number of cases happening close to or in the home the role of registered social landlords (RSLs) in dealing with hate crime incidents is of high importance. Unfortunately, RSLs were highlighted for particular criticism with only a small minority of victims experiencing satisfactory outcomes. It has also been suggested that the recent drop in hate crime reports may be attributable to some RSLs in Tower Hamlets not sufficiently publicising opportunities to report hate crime.

Tower Hamlets, with more than 60 RSLs operating, faces particular challenges in relation to this sector and securing adherence to common policies and procedures for victims of hate crime. Clearly the pressure on housing stock in the borough also means that requests to move as a result of an incident or series of incidents are difficult to arrange. However, there appeared to be limited alternative action taken in most cases including

actions against the perpetrator.

The Hate Incidents Panel examines each reported case of hate crime on a monthly basis. There has been some reluctance to participate in these panels from some RSLs.

The overwhelming majority of our sample have been repeat victims and fear repeat attacks. To address this concern their priority is for immediate increased security around their home (e.g. lights, alarms, locks, cameras).

There are some examples of developing good practice, these include Poplar HARCA's current work developing training for RSLs around hate crime and vulnerable people and Old Ford Housing Association's work on a victims charter.

R29. The Council may wish to consider establishing a time limited project to work with RSLs to implement the protocol for dealing with the victims of hate crime and target hardening in relation to actions against perpetrators. This should include sanctions up to and including the eviction of perpetrators and investment to reduce the risk of repeat attacks. As a minimum the Council should work to ensure that all RSLs have signed the Hate Crime Pledge and have developed ways of "living the Pledge".

7.9 THE COUNCIL'S SERVICES

The range of services provided directly by the Council are such that victims comments about the adequacy of otherwise of the Council's services require disaggregating.

Reporting opportunities were considered broadly acceptable, although there were some problems identified with reporting via main switchboards. For some residents this experience reinforced their perceptions that the Council was more interested in other communities rather than their own.

The Council has set a demanding target for enforcement actions where there is an identified perpetrator. In 2008 around 35% of such cases were taken forward by Investigations Officers from Community Safety Operations. In 2009 a target of 70% was set but this looks unlikely to have been achieved. This reinforces concerns expressed by victims about the low level of outcomes from reporting incidences.

R30. The Council has done much to provide leadership in tackling hate crime. In pursuing this leadership role it needs to maintain a focus on the central importance of the role of front-line staff in Council services, particularly call centres and One Stop Shops. Continued investment in the work-force to ensure that front-line staff can offer victims dignity, respect and a non-judgemental service when reporting incidents is essential. There should be continued investment in staff's ability to properly record such incidences. In line with R.6 training for some staff may need to include identification of potential cases in order to refer on to early intervention services.

7.10 YOUNG PEOPLE

Key amongst Council's direct services in this area are those for children and young people, including education services. Whilst the language of hate crime and the language of anti-bullying may differ between community safety and education directorates there is a need to ensure a common message between both parts of the Council in relation to hate crime.

Young people felt that much more should be done in schools and at much earlier ages. Young people as peer educators were felt likely to provide a better challenge to potential young perpetrators than more traditional teaching methods. Under reporting is rife amongst young people because of the stigma of being "a grass". There was seen to be a need to tackle the perception that hate crime was normal by helping young people to realise that only a minority are involved and therefore making it "un-cool" to be a perpetrator - there are "social normative behavioural" techniques employed in other areas (e.g. around drinking, drugs and sex) that may provide useful models for work in this area.

R31. Young people are most likely to be both the victims and the perpetrators of hate crime. As part of its developing prevention agenda RHIAF should focus considerable effort on working with young people to develop a range of initiatives to both include reporting but also to tackle the attitudes and behaviours of perpetrators.

APPENDICES

8 RESEARCH TOOLS

8.1 VICTIMS' INTERVIEW SCHEDULE

Before the interview starts the interviewer should explain to you briefly the purpose of the interview, how your information will be stored and who it will be shared with. They should also tell you how long the interview might take and that parts of the interview will be taped. They will ask you to sign a consent form and give you a copy at the end of the interview. Not all questions will be relevant to you and there may be other questions you feel uncomfortable answering. If so, please let the interviewer know that you don't want to answer these and you can move on to the next set of questions.

Would you be happy for Michael Bell Associates to contact you after this interview to:	
<input type="checkbox"/> Attend local discussion groups	<input type="checkbox"/> Take part in other research conducted by MBA
<input type="checkbox"/> Receive a copy of the final report	<input type="checkbox"/>
Please provide a contact telephone number and/or e-mail address /postal address if you have marked any boxes above. Please tell us whether it is ok to leave a message	
Telephone:	E-mail address and/or postal address:

To be completed by community researcher	
Reference: [Please ensure that the reference matches that on the tape that you are using]	
Interviewers Name:	
Date and time of interview	
Location of Interview	
Language in which the interview was undertaken:	
Name of Interviewee [only complete if interviewee is willing to provide his/her name and assure interviewee their name will be detached from the interview record]	
Which organisation referred the interviewee or how were they recruited [complete as appropriate]	
Information about local support and services given to the interviewee YES/NO	

If you are recording the interview and making notes, explain that you will supplement your notes with the tape recording.

You might find it useful to end each section with a review of what you have jotted down - reflecting back what the interviewee has said before you go on to the next section. However keep this brief and remind them it will be supplemented by the tape.

Section One: Questions About You

I am going to ask you a few questions about you.

1 Are you?

- Male
- Female

2. Are you a Trans-person? (Transsexual/Transgender - someone who has changed or intends to change their biological sex)

- no
- yes
- Prefer not to say

If yes how do you describe yourself?

3. How old are you?

- | | |
|--|--------------------------------------|
| <input type="checkbox"/> 16-20 years | <input type="checkbox"/> 51-55 years |
| <input type="checkbox"/> 21-25 years | <input type="checkbox"/> 56-60 years |
| <input type="checkbox"/> 26 - 30 years | <input type="checkbox"/> 60 75 years |
| <input type="checkbox"/> 31-45 years | <input type="checkbox"/> 76+ years |
| <input type="checkbox"/> 46 - 50 years | |

4. What is your ethnic group?

Asian or Asian British ■

- Bangladeshi
- Chinese
- Indian
- Pakistani
- Vietnamese
- any other Asian background

Please say what: _____

Black or Black British

- Caribbean
- African
 - Somali
 - Other African
- any other Black background
Please say what: _____

Mixed/Dual Heritage

- White and Black Caribbean
- White and Black African
- White and Asian
- any other mixed/dual heritage background
Please say what: _____

White

- British
- Irish
- any other White background
Please say what: _____

Other ethnic groups

- any other ethnic group
Please say what: _____

4. What religion do you currently practice?

- No religion
- Christian Which denomination?

- Islam
- Buddhism
- African traditional religion Please specify:

- Judaism
- Hinduism
- Sikhism
- Other religion Please specify:

5. Are you:

- Straight/heterosexual
- Lesbian or Gay
- Bisexual
- Other Please specify:

6. Do you consider yourself to be disabled in any way?

- Yes your disability
- No

If yes, please tell us a little about

-
- 8. Where in Tower Hamlets do you live? (Please tell us the part of Tower Hamlets you live in e.g. Bethnal Green or the first part of your post-code)

Section Two: The Incident and Its Impact

- 9. Could you briefly describe what happened to you? [explain that the interviewee does not need to go into any details that makes them feel uncomfortable]
- 10. When did it happen? (Prompt: how long ago? i.e. date/year and time of day? morning etc.)
- 11. Where did it happen (e.g. in a social setting, on the street, at home, location/area etc)
- 12. How would you describe your attacker/s? (prompt for ethnic origin/age/sexuality/gender/whether they recognise attacker)
- 13. Why do you think he/she/they did this?
- 14. What did you do immediately after this experience/s?
- 15. How did this experience make you feel?
- 16. Did the experience impact in any way on your health? (Prompt: if yes, would you like to tell us more about this and any support or treatment you received.)
- 17. Has anything like this happened to you before? (Prompt: if yes, would you like to tell us)
- 18. How has the experience affected you?
- 19. Has your experience had any impact on your family or friends?

Section Three: The Police, Victim Support and the Courts

- 20. Did you report this to the police?

a. YES

b. NO

- If yes, why?
- If not why not?
- If so what did the police do?

21. If you reported the incident to the police, did the police ask you whether you wanted to be referred to Victim Support?

YES

NO

22. If yes, did Victim Support contact you and did you take up the offer of support from Victim Support?

YES

NO

If yes, please tell us about the service you received

23. Have you been to Court to give evidence in your case?

YES

NO

- If yes, please tell us about how this was for you?
- If yes, would you go to Court again - if you wouldn't go to court again please tell why not.
- Did you receive any support from the Witness Service or anyone else to make it easier for you to give evidence and if yes please tell us about this support?

24. If you have not yet been to Court to give evidence are you still prepared to go to Court to give evidence in your case?

YES

NO

- If no, why not and what sort of support might help?

Section Four: Sources of Help and Support

25. Did you report the incident to your landlord (i.e. housing association (RSL), LBTH Housing) and how did they help? (Prompt- who is the landlord, what they did)

26. Did you report the incident through a third party reporting system? [this is a system that allows a victim to report a crime to an organisation who will pass on the details to the police - this can be done anonymously]

a. YES

b. NO

If yes please tell us whether the third party reporting organisation:

- Encouraged you to report this experience to the police?
- Told you what to expect if you were to report the crime to the police?
- Ways in which their support and advice affected your decision about reporting the incident

27. Did you seek help from any other individuals or organisations after the incident?

YES

NO

28. If yes, please tell us which organisations or individuals gave you help [Prompts, this can include family and friends, community organisations, faith groups as well as council or other statutory services] Please also tell us how you heard about this/these organisations?

29. If the Council, was one of the organisations please tell us which part of the service you used and their response? (Prompt: Please explain who the 'Council' are - i.e. Councillors, Housing, One stop shops, etc.)

30. If the Council was not an organisation that you sought help from please tell us why you didn't go to them?

31. Please tell us about what the organisations or individuals that you sought help from did for you?

32. Who was the most helpful to you? [prompt for why...what did they do that others didn't]

33. Who was the least helpful to you? [prompt for why...what did they do/not do that others didn't]

34. Why did you not ask anyone for help? (Prompts: did you feel ashamed that this had happened to you? didn't think anyone would help? Didn't know where to go for help?)

35. What might encourage you to report the incident or seek help?

36. If you didn't seek help from anyone was there an organisation or individual that you would have liked to be able to turn to for help? If so, please tell us who and what you think they could have done to support you. (Who did they want to speak to about their experience/incident?)

37. If you have not mentioned the Hate Crime Hotline above we'd like to know if you've heard about it and if you have used it how helpful it was? We'd like to have any other views you have about the Hotline.

Section Five: Improving Services

38. What more could have been done to help you after this experience?

39. Who could have given you this help/support?

40. Do you have any suggestions about how the Council or other agencies could improve the way they help people who have experiences like yours?

41. If a friend suffered a similar incident to you what would you advise them to do and where would you advise them to go?

Section Seven: Closing Comments

42. If you were in a powerful position to make changes so that others who go through an experience like yours get the best possible support, what would you change?

43. Do you have any further comments or questions?

8.2 STAKEHOLDER PARTICIPANTS

8.2.1 WORKSHOP PARTICIPANTS

16 March cooperative enquiry workshop

PARTICIPANTS	
Mike Bell	Michael Bell Associates
Cole Hansen	Michael Bell Associates
Kien Luong	Tower Hamlets Council, Children's Services
Jo Ansell	Providence Row Charity
Menara Ahmed	Tower Hamlets Council, Hate Crime Team, Community Safety Service
Kate Blackshaw	Victim Support
Humayun Raja	Victim Support
Christian Frederick	Community Safety Coordinator
Margaret Minoletti	Tower Hamlets Council, Adult Protection
Taibah Shah	Tower Hamlets Council, Hate Crime Team, Community Safety Service
Howard Way	Metropolitan Police Service, Tower Hamlets, Community Safety Unit Manager
Ross Morrell	Metropolitan Police Service, Tower Hamlets, Community Safety Unit officer
Alan Green	Tower Hamlets Interfaith Forum
Adam Beresford	Victim Support

8.2.2 INTERVIEW PARTICIPANTS

- Menara Ahmed - Tower Hamlets Council, Community Safety Service
- Jo Ansell - Dellow Centre
- Graham Baines - Providence Row
- Nazma Begum - Tower Hamlets Council, Community Safety Service
- Adam Beresford - Victim Support
- Kate Blackshaw - Victim Support
- Phillipa Chipping - Tower Hamlets Council, Community Safety Service
- Celina Clarke - Tolerance in Diversity
- Mohamed Ismail - Praxis
- Dau Lee - One Stop Shops
- Fazal Mahmood - Positive East
- Bilashee Sadika - Youth One Stop Shop
- Christine Sheppard - Age Concern
- Howard Way - Metropolitan Police Service, Tower Hamlets, Community Safety Unit

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