



Llywodraeth Cymru
Welsh Government

Hate Crime and Housing

Policy and Practice Update for Social Landlords

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Note: The views expressed in this report are those of the author and not necessarily those of the Welsh Government

1. Introduction

The aim of this update is to provide social landlords and partners with updated information, guidance and good practice examples on hate crime and housing. This update can be used by housing officers responsible for dealing with hate crime, managers, contractors, as well as other staff.

The update is based on, but not a substitute for, "Tackling Hate Incidents: A Toolkit for Social Landlords in Wales" (Wales Social Landlords Anti-Social Behaviour Forum, HouseMark and Social Landlord's Crime and Nuisance Group, 2008). A copy of the original toolkit can be found here: www.whnb.org.uk/uploads/media/Tackling_Hate_Incidents_Toolkit_2009_01.pdf. Since then the Welsh Government has published "Tackling Hate Crimes and Incidents – A Framework for Action".

This update focuses on the themes prioritised in the above publications, namely:

- Prevention.
- Increasing Reporting.
- Support and Enforcement.
- Multi-agency working.
- Monitoring and Evaluation.
- Practice Examples.

The update also contains:

- Hate crime policy checklist – Appendix 1.

2. What is hate crime?

Hate crime is a criminal offence which is perceived, by the victim or any other person, to be motivated by hostility or prejudice based on a person's actual or perceived:

- Disability.
- Race or ethnicity.
- Religion or belief.
- Sexual orientation.
- Gender identity.

Gender and Age are currently not legislated for. However, organisations are free to monitor these.

A hate incident is a criminal or non-criminal incident which is perceived, by the victim or any other person, to be motivated by hostility or prejudice based on a person's actual or perceived:

- Disability.
- Race or ethnicity.
- Religion or belief.
- Sexual orientation.
- Gender identity.

For a simpler definition of both terms, go to a section of True Vision website: www.report-it.org.uk/what_is_hate_crime

What does this mean?

- All reports with a perceived hate element should be recorded initially as hate incidents.
- All hate crimes are hate incidents. However, some hate incidents may not constitute a criminal offence and therefore will not be a hate crime.
- Each hate incident should be investigated and appropriate action taken – the action taken should depend on your organisational procedures, including risk assessments, NOT on whether the incident has been proven to be a hate crime by the Criminal Justice System. This is important because, as social landlords, you have a range of legal and non-legal tools, which you can use to tackle the incident, including early intervention, which may be unavailable to the Police.
- Perception by anyone that a hate incident has occurred is all that is required to report/record an incident whether a crime has been committed or not or whether there is any evidence to identify the hate element or not. Thus, it is not up to the call handler or a person to whom the report is made to decide whether to record the incident or not – all incidents need to be recorded if perceived by anyone to be a hate incident.
- A person does not have to belong to a particular group to be a victim of hate crime. For example, a person can be a victim of homophobic abuse but can be heterosexual.
- You can find out more about investigating and dealing with incidents in:
 - Tackling Hate Incidents Toolkit: www.whnb.org.uk/uploads/media/Tackling_Hate_Incidents_Toolkit_2009_01.pdf.
 - Association of Chief Police Officers guidance: www.whnb.org.uk/uploads/media/Tackling_Hate_Incidents_Toolkit_2009_01.pdf.
 - Association of Chief Police Officers National Standards for Incident Recording (page 28): www.gov.uk/government/uploads/system/uploads/attachment_data/file/116658/count-nsir11.pdf.

3. What is “mate crime”?

“Mate crime” is a fairly new term and usually means befriending vulnerable people in order to take advantage of them, exploit or abuse them. It is regarded as a form of disability hate crime or age hate crime but can also resemble cases of domestic abuse or violence.

Victims of mate crime are often vulnerable due to learning disabilities, mental health problems or illness, or age (targeting vulnerable older or younger people).

The Equality and Human Rights Commission’s report Hidden in Plain Sight (2010) contains seven case studies with elements of mate crime. A copy of the report can be found here – www.equalityhumanrights.com/legal-and-policy/our-legal-work/inquiries-and-assessments/inquiry-into-disability-related-harassment/hidden-in-plain-sight-the-inquiry-final-report.

The report also identifies what could have been done differently by a range of agencies, including housing providers.

Key considerations:

- √ Due to the complex nature of mate crime and potentially high risk to victims, your response to mate crime may invoke various procedures. You should review your hate crime and other policies to make sure they are linked and your response and action plan should consider all of the below:

- Hate crime or harassment procedure (www.whnb.org.uk/uploads/media/Tackling_Hate_Incidents_Toolkit_2009_01.pdf).
 - Safeguarding adults at risk procedure (www.cih.org/publication-free/display/vpathDCR/templatedata/cih/publication-free/data/Wales/safeguarding_and_protecting_adults_at_risk).
 - Safeguarding children procedure (www.wales.gov.uk/docs/dhss/publications/091126safeguardingchildren.pdf).
 - Domestic abuse procedure (www.cih.org/publication-free/display/vpathDCR/templatedata/cih/publication-free/data/Wales/Domestic_abuse_and_housing_in_Wales).
- √ Information sharing is crucial in dealing with mate crime. You should have an Information Sharing Protocol identifying when and what information will be shared with other agencies to deal with mate crime.
- √ Awareness of mate crime is very low, but it poses high risks. You should train your staff and raise awareness of it amongst tenants and communities. Consider highlighting the key characteristics of mate crime, which are (Race Equality First, 2014):
- Victims are often socially isolated.
 - Victims receive low level or lack of support from agencies.
 - Victims often have no definable impairment.
 - Victims have strong desire for friendship.
 - Victims experience high levels of fear to report.
 - Perpetrators use high levels of threats to control the victim.
 - Perpetrators often falsely accuse victims of sexual misconduct (e.g. of being a paedophile).
 - Lack of recognition of requests for help.
 - Perpetrators are often 'friends', carers, acquaintances or neighbours and victims may be reluctant to sever the relationship (page 44, www.wales.gov.uk/docs/dsjlg/publications/equality/140512-hate-crime-framework-en.pdf).
- √ More often than not, mate crime victims will not be aware that they are a victim of crime. The following is an example of an event raising awareness of mate crime and how to report it – the Abergavenny People First www.abergavennypeoplefirst.org.uk/sitebuildercontent/sitebuilderfiles/talkaboutitreport.pdf.
- √ A leaflet from Hampshire County Council has some key tips and guidance for social housing providers on how to deal with mate crime on a practical level: www3.hants.gov.uk/adult-services/carechoice/protection-from-abuse/professionals-abuse/what-next/mate-crime.htm.

4. Prevention

The Tackling Hate Incidents Toolkit (www.whnb.org.uk/uploads/media/Tackling_Hate_Incidents_Toolkit_2009_01.pdf) has information on recommended ways of preventing hate crime (page 92). These include:

- Customer profiling to assess support needs and tailor services.
- Monitoring demographic changes.
- Profiling perpetrators and targeting resources.
- Community cohesion initiatives.
- Tension monitoring.
- Allocation considerations.

Recent research suggests that more emphasis is needed on preventing hate crime as opposed to intervention. This is also pertinent in light of anecdotal evidence about the rise in some places of tensions and worsening community relations resulting from the implications of welfare reform, renewed negative media coverage of issues such as immigration, poverty, social housing and disability. Below are some more ways to prevent hate crime with a range of practical examples.

The mainstreaming of preventative action and partnership working is crucial. The prevention agenda will only prove sustainable if it is embedded into organisational policies, programmes and actions. You should consider the above ways of preventing hate crime suggested by the Tackling Hate Incidents Toolkit. You should also assess whether they are embedded within various service areas and to what extent they are understood by staff and used on an everyday basis.

Key considerations:

- √ Working across teams and services: the best hate crime prevention initiatives happen when anti-social behaviour, tenancy management, community development, tenant participation and communication teams work together to inform each other and plan action to prevent hate crime alongside tenants. Promoting good relations and tackling hate crime should be on everyone's agenda. For example, a tenancy manager may notice that an increasing number of tenants in a particular area express strong anti-immigrant views. This may be related to a number of anti-social behaviour incidents in the area which were not recognised as hate crime, and the community development team may want to work with local communities to dispel myths about housing immigrants locally. Does your hate crime strategy include cross team working?
- √ Culture: employees as well as tenants need to be aware that it is everybody's responsibility to ensure good community relations and to tackle hate crime. Does your organisation send out clear positive messages to its local communities?
- √ Challenging attitudes. Are your tenants, contractors and staff comfortable to challenge prejudice and stereotyping? Do they know of practical ways to do this? Do they know who to speak to if they notice tensions or worsening neighbourhood relations?
- √ Planning and development: Do you consider community relations, cohesion and equality as part of your planning and development process? For example, you should think about spaces and developments for younger and older people, which can be used by people of different abilities and backgrounds.
- √ Have you considered how you prevent hate crime in older persons' accommodation? For example, are your group's activities inclusive of various cultures, abilities or sexual orientations? The following guidance from Stonewall has some practical tips on how to do this: www.stonewall.org.uk/documents/older_people_final_lo_res.pdf.
- √ The Welsh Government's Hatecrime Framework and delivery plan (page 27) also refers to various arts and theatre projects who work with young people to challenge hate crime and prejudice. It is worth exploring these projects and working in partnership with local schools to engage young people. www.wales.gov.uk/topics/equality/rightsequality/hate-crime/?lang=en.
- √ Consider whether your managers, frontline staff, contractors and tenants receive appropriate training on hate crime, protected characteristics and specific vulnerabilities e.g. the issue of "mate crime" in relation to people with learning disabilities and mental health problems.

- √ Consider monitoring all of your general anti-social behaviour cases by the protected characteristic of the victim and perpetrator (rather than only monitoring hate crime cases) as well as the geographical area. This can show you patterns related to equality and diversity which may need further investigation and intervention to prevent community tensions from escalating. For example, you may notice a pattern of verbal abuse related anti-social behaviour incidents against disabled people in a given area. This may be worth investigating further. More on this in **Section 8 – Monitoring**.
- √ Do you profile your communities and track demographic changes? Profiling does not always mean collecting statistical information; it can also mean utilising qualitative local knowledge and views from tenants, service users, staff and communities. Does your approach to community engagement take hate crime and community relations into consideration? Useful sources of statistical information are www.infobasecymru.net/IAS/eng or www.statswales.wales.gov.uk/Catalogue. You may also want to access Tai Pawb's Bank of Good Practice Briefings on the members' area of their website – www.taipawb.org/login.aspx. The same link can be used to access Model Equality Monitoring Forms with guidance, which has links to various sources of equality data. There are also commercial sources of community profiling information, including Community Insight from the Housing Associations' Charitable Trust (www.hact.org.uk) and many others.

Practice Example: Older Person's Accommodation – Cardiff

Wales and West Housing Association has allocated a flat in a sheltered housing scheme to a transgender individual. As older, lesbian, gay, bisexual and transgender people face very particular risks in sheltered accommodation due to its nature, the tenant felt that he wanted to avoid any issues related to lack of awareness by telling people more about himself and answering any questions they might have. He approached the scheme manager, who helped him arrange a meeting with all interested tenants. The meeting was a real success with attendance from other Wales and West staff, the NHS Centre for Equality and Human Rights and many interested tenants. The tenant described the reaction and support he received as amazing and is very comfortable about living in the scheme now. The tenant, who is also a volunteer for Transgender Awareness Wales, along with Wales and West staff now plans to arrange such meetings in other schemes run by Wales and West, to avoid misunderstandings and issues including hate crime.

More information can be obtained from: Transgender Awareness Wales – enquiries@tgawales.co.uk or Gemma Price, Scheme Manager, Wales and West Gemma.Price2@wwha.co.uk or contactus@wwha.co.uk; 0800 052 2526.

Practice Example: Awareness and Tension Monitoring – Wrexham

Wrexham County Borough Council has developed e-learning modules for staff to:

- Raise awareness of hate crime.
- Increase knowledge about where to report.
- Increase understanding about the range of support available.

It has also developed an e-learning module in relation to community tension monitoring. This describes:

- Community tensions.
- The potential negative impact of community tensions if left unchecked.
- How to report community tensions.

The Council collects community tension data, which helps to better understand what is likely to have a negative impact on community relations, enabling a more proactive multi-agency response.

The Community Diversity Team and the North Wales Police Diversity Officer deliver joint awareness training to young people in schools, colleges and youth clubs. Young people are asked how they can help the Council to inform other young people about hate crime/incident and how to report it.

For more information please contact: Community Diversity Team, phone: 01978 298735.

Practice Example: Training: Community Cohesion and Hate Crime – Swansea

The Western Bay Community Cohesion programme has recently delivered some hate crime awareness raising sessions for Swansea Council's housing staff. The key aim of the sessions was to enable housing staff to gain a better understanding of the various forms of hate crime and discuss strategies to raise awareness within their workplace or with the communities they work in and to improve the reporting of hate crime.

For more information please contact: Riaz.Hassan@swansea.gov.uk; 01792-635251; or contact@swansea.gov.uk.

Practice Example: Merthyr Tydfil Global Village Festival – Merthyr Tydfil

The Merthyr Tydfil Global Village was established in 2005. The festival was developed following discussions that took place within the Multi Agency Diversity Forum, which is a partnership of local statutory and voluntary organisations that meet to address issues of diversity and hate crime.

Some of the key members of the forum wanted to develop an event that took their work outside their own organisations and accomplished something tangible. This became especially important as the Borough of Merthyr Tydfil became a destination for increased numbers of people from overseas.

It was felt that an annual festival would help bring people together in a celebratory event that would serve to educate and inform the local population as well as welcoming newer residents. The festival uses food, music, dance, art and performance to celebrate the cultural diversity and heritage of Merthyr Tydfil.

In the last three years the festival has attracted over 3,000 people. The festival allows individuals, community groups and others to work toward a common goal – the celebration of diversity – and at the same time broadens the cultural horizons of those involved. It is particularly important as Merthyr Tydfil is an area where poverty and deprivation can lead to increased competition for resources, including housing, which can cause tensions.

The Festival is a registered charity and has active involvement from local housing associations. More information on the Festival can be found here: www.merthyrtydfilglobalvillage.org.uk/. You can contact the Festival organisers www.merthyrtydfilglobalvillage.org.uk/contact-us/.

5. Increasing reporting

The Equality and Human Rights Commission's inquiry into disability-related harassment (2011) identified "a culture of disbelief" where cases of harassment can take place in "full view of other people and the authorities without being recognised for what it is". On the one hand, victims may struggle to believe and recognise that they are being targeted. On the other hand, disbelief from an organisation can seriously discourage people from reporting hate crime in the future. Non-victims can also struggle to understand the impact that incidents may have on victims' lives. Awareness raising materials should highlight the impact of hate crime in addition to other important factors.

Only 40% of recently surveyed victims of hate crime in Wales recalled hearing hate speech as part of the incident. (All Wales Hate Crime Research, 2013). This means that in the majority of hate incident cases, the hate element is not instantly visible or straightforward. This may be one of the causes of a 'culture of disbelief' as well as difficulty in 'recognising' hate incidents. This makes it all the more important to mainstream prevention and reporting in all service areas making it everyone's responsibility as well as training staff on how to recognise hate incidents and proactively asking victims about their perceptions.

Hate or prejudice are often elements of an anti-social behaviour incident, therefore, service users may be reluctant to report it as a hate incident, and staff can sometimes struggle to understand why it should be recorded as such, despite it being reported as a hate incident by the victim. For example, an incident may start as noise nuisance but at some point racist or disablist language may be used. This escalates into hate graffiti and results in physical violence motivated by hate. Many of the cases described in the Equality and Human Rights Commission's Hidden in Plain Sight report (2010) started out as low level incidents, seemingly unrelated to hate – a copy of the report can be found here –

www.equalityhumanrights.com/legal-and-policy/our-legal-work/inquiries-and-assessments/inquiry-into-disability-related-harassment/hidden-in-plain-sight-the-inquiry-final-report.

This was also a factor in the tragic death of Fiona Pilkington and her daughter.

There is also very strong evidence that repeated low level incidents have a severe impact on victims. The All Wales Hate Crime Research found that victims of repeat incidents were over four times more likely than any other victim to experience thoughts of suicide, while victims of low level, persistent disorders were more likely to suffer five out of 22 negative psychological impacts (violent crime victims were more likely to suffer nine out of 22 impacts). Therefore, reporting of even low level incidents should be encouraged in case they become persistent in nature allowing resources to be targeted and hotspots identified. The evidence to support such action is stronger than ever.

Low levels of fluency in English, literacy and lack of accessible reporting methods are consistently strong barriers to reporting incidents. It may also mean that victims do not receive or understand updates on existing cases, which can cause frustration and discourage them from reporting in the future.

Third party reporting systems can be an answer to this and a number of other issues (e.g. fear of authority, not recognising an incident as serious enough) have been covered extensively in the Tackling Hate Incidents Toolkit. It is important to note that there is strong evidence that when third party reporting is developed it needs to be accompanied by support, signposting, and good communication with the victim – otherwise it may actually be counterproductive. For more guidance on setting up effective third party reporting schemes, you can visit True Vision website: www.report-it.org.uk/third-party_reporting_support.

Key considerations:

- √ Consider how the victim's or anyone else's perception of the hate incident relates to how you record, investigate and deal with it. This will have a big impact on victim satisfaction, whether they feel they are believed and consequently whether they report in the future, should an incident happen again.
- √ Does your policy and recording system take into account the risk posed by repeat low-level incidents and at what point do you prioritise such incidents so that the appropriate action is triggered?
- √ How accessible and confidential are your reporting mechanisms? Mystery shopping, trials or focus groups with specific groups of tenants or community members may help you decide whether reporting mechanisms are appropriate.
- √ Raising awareness of the definition of hate crime to increase reporting may not be enough. Case studies and examples of hate crime, showing the impact it can have on victims may be more effective. For example, you can find some awareness raising materials on the Race Equality First website, including definitions and links to media reports with examples of hate crime cases: refweb.org.uk. Race Equality First also produced videos which involve victims from various backgrounds in Wales talking about their experiences: taipawb.org. These could be put on your website or a social media channel or used as part of staff training, or induction process for tenant groups and forums etc.
- √ Awareness of disability hate crime, including crimes against people with physical disabilities, mental health problems and hate crime is still lower than some other forms of hate crime. Mencap's Campaign "Stand By Me" has produced real life stories of people with learning disabilities, who experienced hate crime, abuse and violence – see attached link www.mencap.org.uk/campaigns/take-action/stand-me/real-life-stories, as well as video resources to explore the subject e.g. [youtube.com/watch](https://www.youtube.com/watch).
- √ Many high risk victims of hate crime highlight mental health issues. Equally, some perpetrators may need support with mental health. Some research suggests that changes related to austerity measures have led to local tensions in some areas and affected community and staff mental wellbeing. Consequently it is crucial that organisations raise awareness of mental health issues with staff and communities. For example, by linking with www.timetochangewales.org.uk/en/ or setting up initiatives such as Cadwyn Housing Association's www.cadwyn.co.uk/tea-toast-and-talking-about-mental-health/ group.
- √ Leaflets need to be accessible and ideally should contain the following elements: what is hate crime, why it should be reported, who can report, what the organisation will do – process (including any standards, deadlines, updates, response times, prioritisation), possible outcomes (legal and non-legal), what support can be given to the victim, contacts in third sector organisations that can provide support or advice, the limits of what the organisation can do, basic advice on recording details of incidents, advice on reporting to the Police e.g. see leaflet from Golden Gates Housing Trust – www.gght.org.uk/TenantServicesLive/documents/Hate_Crime_Harassment_and_Discrimination.pdf. Newport Hate Crime Forum has also produced its own raising awareness materials, multi-lingual reporting forms and website. Find out more here: www.newport.gov.uk/_dc/index.cfm?fuseaction=equalities.incident.
- √ Accessibility: Dyfed-Powys Police encourages the reporting of disability hate crime by providing "Pegasus", which is a service aimed at those whose disability or illness makes it difficult for them to communicate when calling or speaking face to face.

- √ Finances: Rent arrears could be caused by financial abuse caused by mate crime or higher personal expenditure on repairing damaged goods, like vehicles. Do your staff know how to identify the financial signs of hate or mate crime? Do they know when and how they can report it and whether they need a victim's consent or not?
- √ Repairs: A particular person may need similar repairs repeatedly (e.g. broken windows) or there could be a pattern in a particular neighbourhood of people with protected characteristics reporting similar types of repairs. Repairs staff and contractors could be trained to recognise patterns and report them.
- √ Allocations: there is a section on considering areas with a history of hate crime as part of the allocation process in the Toolkit (page 95). As a reminder, allocations should be based on informed choice in relation to the area. Additionally, is your allocations team aware of how to take account of applicants' potential history of victimisation, vulnerability or history of perpetration? Do you share some of this information with the allocations team in a way that does not contravene the Data Protection Act and other legislation?
- √ If you commission out tenancy support – do you require staff to have received basic hate crime training?
- √ Remember to remind your staff and tenants that a hate crime or incident can be reported by anyone, including the Police, a housing officer, contractors, call handlers, witnesses, victims, teachers or anyone else who has been made aware of an incident.
- √ Many reporting materials, systems and support structures still do not mention hate crime based on gender identity (or transphobic hate). It is extremely important to recognise this in policies and procedures. The transgender population may be small in size but transphobic incidents are extremely high risk in terms of impact on the victim (Cardiff University, 2013).

Practice Example: See it, Hear It, Report it

In May 2014, Victim Support, launched "See it, Hear it, Report it", an all Wales hate crime/incident reporting centre and support service. The aim is to encourage individuals and communities to report hate crime/incidents, support victims and use statistical data to target hotspots and prevent hate crime in the future.

Working with other organisations such as the Police and housing providers, Victim Support can pro-actively prevent further hate offences through local and national targeted interventions. Support is tailored to the needs of each victim which may include emotional support, practical support or advocacy.

The new 24/7 hate crime reporting service is now available on **08456 121 900** or by visiting www.reporthate.victimsupport.org.uk. We encourage housing organisations to advertise this project's details amongst their tenants. To discuss the project, contact Hate Crime Project Manager, Gareth Cuerden: Gareth.cuerden@victimsupport.org.uk or hatecrimewales@victimsupport.org.uk; 07572135582.

Practice Example: Wrexham Third Party Reporting Centres

Wrexham County Borough Council and partners, including North Wales Police and housing associations, have supported and developed 30 Third Party Reporting Centres across Wrexham. The centres are existing places or services which local people can access, for example youth and community buildings, housing offices, voluntary clubs etc. Wrexham County Borough Council provides awareness raising training for staff and volunteers regarding:

- Defining hate crime and hate incidents.
- How to recognise the possible signs that someone may be a victim of hate crime.
- Asking the right questions.
- How to report them on behalf of the victim.
- The support available to victims.

Wrexham County Borough Council maintains an ongoing relationship with the Third Party Reporting Centres through refresher training and updating new staff in order to keep the issues current.

For more information, contact: Community Diversity Team, phone: 01978 298735.

Practice Example: Torfaen People First and Partners – Talk About It Project

Reporting hate crime can be extremely difficult. You could encourage reporting by working with your local community organisations. For example, Torfaen People First and partners have set up third party reporting centres in the Gwent area. Staff at the centres are trained on hate and hate crime. What is good about this project is that people with learning disabilities are raising awareness amongst various service users of what hate and hate crime are, as well as the behaviours that are unacceptable and how to report it – see the following presentation: www.taipawb.org/USERFILES/FILE/TORFAENPEOPLEFIRST2013.PDF.

Housing organisations are part of the “Talk About It” project. To find out more about the project, and what does and does not work in tackling hate crime, see the following comprehensive project evaluation and good practice compilation: www.wales.gov.uk/docs/caecd/research/130121-effectiveness-third-party-reporting-centres-en.pdf.

Practice Example: Mencap Cymru Learning Disability Helpline and Leaflets

Mencap Cymru, produced a leaflet on reporting hate crime and have a helpline for people with learning disabilities – a copy can be found here – www.mencap.org.uk/sites/default/files/documents/Mencap_Cymru_Hatecrime_Leaflet_0.pdf.

6. Support and enforcement

Supporting victims has partly been covered in the previous section – **Increasing Reporting**. This is because the support provided to victims will have an impact on future reporting, either based on satisfaction with personal experience or word of mouth. The previous section referred to the following support considerations:

- Believing the victim.
- Recording of incidents.
- Recording and response to repeat incidents (which may be low level).
- Information provided to victims or potential victims about the process of tackling hate crime and possible outcomes.

Recent evidence highlighted the role of early intervention in tackling anti-social behaviour and hate crime. Such intervention should be accompanied by support, information and re-assurance offered to victims, even if an incident may seem low level or trivial (see above about the effects of repeat low level incidents).

It is also important to acknowledge that the hate or prejudice element of an incident may have a different effect on some victims in comparison to general anti-social behaviour. Hate incidents are always extremely personal in nature and target the very core of people's identity. This may lead to increased vulnerability. Hate incidents will often have a direct or indirect impact on whole families and communities, which may lead to future community tensions.

The Welsh Government's Framework – 'Tackling Hate Crimes and Incidents – Framework for Action' suggests that there is a disjuncture between victim-centred reporting mechanisms (that are based on victim perception that an incident was hate related) and evidence-driven criminal justice prosecution processes (e.g. although a report of an incident was recorded and investigated, it may be difficult to prove motivation and secure prosecution). This can lead to victim dissatisfaction and frustration, as well as low reporting. Page 10 of the Association of Chief Police Officers' guidance provides an example of such a case – see www.bedfordshire.police.uk/pdf/tacticalguidance.pdf.

This makes early intervention and use of tools available to social landlords even more important, including alternative tools, because they have an opportunity to prevent and tackle hate crime early and outside of the criminal justice system. For a list of such tools and interventions, please refer to the resources below and practice examples.

It is not the purpose of this update to explore all of the tools available to housing organisations to tackle perpetration. However, it is important to acknowledge that some twin-track approaches to supporting perpetrators and enforcement will need to be tailored for hate crime, due to the hate or prejudice elements and/or motivation for incidents. For example, restorative justice approaches need to be tailored to explore the specific feelings and perceptions of the victim, consider their vulnerability and be able to challenge and explain the effect of hate incidents and the causes of biased perceptions. The report by Cardiff University, for the Welsh Government, *Understanding Who Commits Hate Crimes and Why They Do It* (2013) may help understand such motivations and why and how responses need to be tailored – a copy of the report can be found here – www.wales.gov.uk/statistics-and-research/understanding-who-commits-hate-crime-why-they-do-it/?lang=en.

Approaches to working with perpetrators should also be different for targeted persistent abuse of vulnerable victims; and, ongoing multi-layered conflicts, where hate incidents are part of, and embedded within, the wider dispute (source as above).

The Welsh Government's Framework also points out that providing psychiatric counselling, psychotherapy and rehabilitation can have a mixed impact or no impact at all especially in the case of more serious hate crimes or in cases of persistent offenders. In these cases, an effective perpetrator support response is yet to be developed, and it is extremely important that the perpetrators are dealt with to minimise risk and impact on victims. The Welsh

Government's Framework Delivery Plan has a commitment to develop a specific restorative justice approach to tackling hate crime. It may be useful to monitor these developments (delivery area 8.1, page 13) – a copy of the plan can be found here – www.wales.gov.uk/docs/dsjlg/publications/equality/140512-hate-crime-framework-delivery-plan-en.pdf.

Support for victims should not lead to approaches that focus on 'managing victims' rather than tackling perpetrators. "Social housing providers need to ensure that hate crime offenders are dealt with quickly and effectively and policies do not result in processes that "manage" the victim rather than deal with the perpetrators" (All Wales Hate Crime Research Project). For example, sometimes it may be safer for the victim to be moved, but this should not preclude the perpetrator from facing the consequences of their behaviour (All Wales Hate Crime Research, 2013).

Legal and non-legal tools available to landlords

Some legal and community tools that are available to deal with anti-social behaviour and hate crime are changing because of the Anti-social Behaviour, Crime and Policing Act 2014. This means that some of the legal information in the Tackling Hate Incidents Toolkit may now be out date. Changes relate to the community trigger, absolute and discretionary powers of possession, repeat incidents, risk assessments and more. For more information, please contact the Welsh Government, Community Safety Division. Crime and Justice Team – Tel 0300 062 8100.

Measures and changes contained in the Anti-social Behaviour, Crime and Policing Act and differences between Wales and England:

- Wales Anti-social Behaviour Policy and Practice Review (2014, page 92, Table 3 and following sections www.wales.gov.uk/topics/housing-and-regeneration/publications/how-social-landlords-tackle-anti-social-behaviour/?lang=en.
- Wales Anti-social Behaviour Policy and Practice Review (2014, page 130) www.wales.gov.uk/topics/housing-and-regeneration/publications/how-social-landlords-tackle-anti-social-behaviour/?lang=en
- Tackling Hate Incidents Toolkit (2009, page 59) – www.whnb.org.uk/uploads/media/Tackling_Hate_Incidents_Toolkit_2009_01.pdf.

Key considerations:

- √ One-to-one contact, tenancy support, third sector organisations and Police Community Support Officers could be used to provide informal support and reassurance to victims of low-level incidents (e.g. weekly phone call, or visit from neighbourhood Police Community Support Officer) (based on All Wales Hate Crime Research, 2013). This informal support should go alongside but not be a substitute for the formal and legal approaches referred to above.
- √ Have you considered peer support for low level incidents?
- √ What tools are available to your staff to support early intervention and support to low level hate incident victims before the incidents escalate? Are staff aware of these tools and do they use personal contact? Waiting for incidents to escalate in order to increase priority and take legal action is ineffective and traumatic for victims. Additionally, no support or response offered to low level harassment has been proven to deter victims from reporting again (perception that nothing has been done).
- √ Have you reviewed how you communicate with victims including updates on the case?

Lack of appropriate communication and language support is often highlighted as a key reason for dissatisfaction and lack of further reporting (based on Race Equality First casework data).

- √ Hate crime victims are much more likely to experience suicidal thoughts (especially disability and transphobic crime victims: All Wales Hate Crime Research 2013). Do you offer any mental health support for victims? Consider *Talk to me: the National Action Plan to Reduce Suicide and Self Harm in Wales*. Perpetrators are also more likely to experience mental health issues. What support do you offer them? A copy of the plan can be found here – www.wales.gov.uk/docs/phhs/publications/talktome/091102talktomeen.pdf.
- √ Is your hate crime policy and procedure linked to your other policies and procedures? (e.g. safeguarding or domestic violence policies).
- √ Do you use risk assessments to decide on the level of support needed (please see multi-agency working).
- √ Do you explain the limits of what you can do as a landlord and what the Police can do and that the levels of evidence and proof needed may be different? Victims often assume that if a social landlord can and has powers to react to a hate incident, the Police will be able to prosecute.

Practice Example: Stand up Against Racism and Inequality and Restorative Solutions – Tackling Hate Crime in Bristol through Restorative Justice for 16-24 year olds.

A major new scheme using the restorative approach was adopted in Bristol in September 2013. The scheme addresses racist and prejudicial behaviour and promotes increased understanding and respect among young people in Bristol. Young people (16-24) who have acted in a racist or prejudicial way are brought together with their victims in a safe and controlled environment.

The scheme has been funded by the Police and Crime Commissioner, and commissioned by Safer Bristol – Stand Against Racism and Inequality and is being delivered in partnership with Restorative Solutions.

Stand Against Racism and Inequality believe that by supporting the perpetrator to understand the damage they have done to another human being they can make a real difference. However they are also in favour of victim-led restorative justice as it has proven to have an extensive impact on the offender.

Stand Against Racism and Inequality explain that restorative justice is a process whereby all the people involved in a specific incident come together to jointly decide how to deal with what has happened, show remorse for offending and enable victims to move-on in their recovery. It can be used to deal with various incidents ranging from neighbour disputes to grave and serious crimes.

For more information about the programme, contact Stand Against Racism and Inequality at sari@sariweb.org.uk 0117 842 0060 or Helen Rosenthal helen.rosenthal@avonandsomerset.police.uk

Practice Example: Hate Incident Restorative Justice Case Study. Housing and Education – Stand up Against Racism and Inequality

Three students, two of whom were of white origin and one from a black and minority ethnic background lived in shared accommodation. Due to issues with Wi-Fi connection, the students sometimes shared one iPad. On one occasion, the black and minority ethnic student came across a large number of racist statements referring to her. The statements were made by her housemates and a friend living away from the property, through instant messaging.

The student decided to report this to the Police, however due to issues with evidence, data protection and the non-public nature of comments, no prosecution could be secured. The victim involved Stand Against Racism and Inequality who liaised with the Police, victims and the students' university, who treated the incident as a breach of code of conduct. With everybody's involvement, an agreement was reached to hold a restorative justice conference. Stand Against Racism and Inequality, together with the Police, also met with each of the perpetrators separately. Outcomes sought were victim led. While the perpetrators initially refused to acknowledge their responsibility and the hate element, the victim was keen for the perpetrators to acknowledge the wrongdoing. At the conference, which was facilitated by the Police and Stand Against Racism and Inequality, the perpetrators were challenged about their behaviour by the victim and the motivation behind the behaviour was explored.

The conference lasted around 40 minutes with the harm acknowledged by the perpetrators, but with the relationship still intact. By undertaking this approach, the victim felt empowered, but also Stand Against Racism and Inequality acted to ensure the young people accepted responsibility for their actions without being criminalised. The three parties in this case remain in contact and are currently planning to remain as house mates.

Subsequently, the victim and her mother spoke at a restorative justice seminar at Bristol University run jointly by the Police and Stand Against Racism and Inequality. They highlighted their initial reservations about the initiative, and their journey to the completion of the full conference where they had appreciated how powerful the intervention had been while putting the victim right at the heart of securing a successful outcome.

Practice Example: Mediation Plus – Ageist Incidents in Social Housing

The referral for this mediation came from a housing association, all names are changed. Below is a brief summary of events.

Peter and Sue live next door to Lucy and her four children. Peter and Sue are retired and enjoy their garden. Peter had spoken with Lucy to complain about rubbish from her garden blowing into his garden. This sparked a campaign of extreme behaviour by Lucy, her friends and her older children targeting Peter and Sue.

The behaviour included Peter and Sue being the subjects of ageist verbal abuse and threats, plants being pulled up from their garden, rubbish being deposited in their garden, loud music and weekend parties. As a result Peter and Sue felt vulnerable and initially unsure about mediation. Mediators assured Peter and Sue that ground rules will apply and poor or extreme behaviour will not be tolerated.

As the process is voluntary Peter and Sue can leave at any point if they are not happy with the mediation. Lucy didn't want to mediate but felt she had no choice as she was at risk of potentially losing her home and being prosecuted due to her threatening behaviour

towards Peter and Sue. Lucy didn't behave well towards the mediators at the initial meeting and called her neighbours many names usually starting with old ----- . However this gave the mediators the opportunity to set out some rules before the joint session, including that swearing and ageist comments would not be tolerated. The mediators made it clear the mediation can be stopped and deemed unsuitable. This will mean there will be no further opportunities to mediate.

At the joint meeting, Peter and Sue stated their position first. They spoke about how the behaviour is affecting their, health, sleep and preventing them enjoying their garden. They stated to Lucy they just can't understand why she is targeting them and also can't understand why Lucy wants to make their life hell. Sue stated sometimes she feels so distressed she just wants to move house and often cries.

Lucy appeared to be genuinely shocked; there is doubt whether she had ever stopped to consider the impact of her behaviour. Lucy stated she felt Peter and Sue look down on her and think they are better than her. Sue stated this has never been the case. Lucy apologised for the trouble she has caused.

The mediation agreement was easy to achieve after the acknowledgment and apology. Lucy stated she wants to send a letter apologising for the threats and verbal abuse, therefore this was written into the agreement. Lucy agreed to keep the noise down and inform her neighbours if she was having a party. Lucy agreed to keep her garden rubbish free and to speak with her children about them not being allowed to go into next door's garden. Peter and Sue will speak with Lucy if there are any further issues.

For more information on mediation contact Carol Jones, of Mediation Plus, cjmediation@yahoo.co.uk.

7. Multi-agency Approaches to Tackling Hate Crime

Better multi-agency working is a national priority recognised in recent Welsh Government reviews of anti-social behaviour and hate crime policy and practice as well as the All Wales Framework on Tackling Hate Crime and the Equality and Human Rights Commission's Inquiry into Disability Related Harassment. The majority of serious case reviews also highlight the failure of agencies in sharing information and therefore fail to work in a joined up way.

What is a Multi-Agency Risk Assessment Conference?

A Multi-Agency Risk Assessment Conference, which is sometimes referred to as "MARAC", consists of the following:

- Common Risk Assessments – different agencies adopt a common model of identifying high risk victims.
- Referrals: once high risk victims are identified their cases are referred to the Multi-Agency Risk Assessment Conference.
- Meetings: at Multi-Agency Risk Assessment Conference meetings all cases are looked at, information on victims and perpetrators is shared and an action plan is prepared for each case.
- Monitoring: all cases are also monitored at meetings and the risk is re-assessed regularly to decide if the victim is still at high risk.

The Multi-Agency Risk Assessment Conference approach was first developed in Wales and is used across the UK to deal with high risk domestic violence cases. It is proven that it is successful in reducing serious violence and deaths caused by domestic violence. You can

find all the relevant information about domestic violence Multi-Agency Risk Assessment Conferences on the Co-ordinated Action Against Domestic Abuse website: caada.org.uk.

Dyfed-Powys Police Multi-Agency Risk Assessment Conference

Dyfed-Powys Police, alongside other forces, statutory and third sector partners, is piloting an anti-social behaviour and Hate Crime Multi-Agency Risk Assessment Conference approach. The approach aims to explore risk assessments and to provide a consistent approach to supporting and safeguarding victims. Findings from the pilot are considered by a steering group of statutory and third sector organisations and the aim is to develop an anti-social behaviour/hate crime Multi-Agency Risk Assessment Conference approach nationally. For more information, contact the Chair of the steering group, inspector Eric Evans: eric.evans@Dyfed-Powys.pnn.police.uk or Dyfed-Powys Police on ContactCentre@dyfed-powys.pnn.police.uk.

Multi-Agency Risk Assessment Conferences in the Dyfed-Powys area happen regularly and usually involve housing organisations, local authorities and registered social landlords as well as statutory partners and the third sector.

Early findings from the pilot project outline recommendations for the introduction of anti-social behaviour and hate crime Multi-Agency Risk Assessment Conferences in Wales. The findings stress that housing organisations are crucial in the Multi-Agency Risk Assessment Conference process, whenever the victim is a tenant. Below are guidelines and recommendations based on the pilot kindly shared with Tai Pawb by Dyfed Powys Police on behalf of the Association of Chief Police Officers. The document outlining the recommendations, *Hate & ASB MARAC A Framework and Recommendations for Wales (2014)*, is available on the Tai Pawb website: www.taipawb.org/article.aspx?nref=143.

Common Risk Assessments:

Common risk assessments are a crucial element of the Multi-Agency Risk Assessment Conference approach. They are an essential part of assessing the circumstances and identifying the risk to the victim. The Association of Chief Police Officers recommends introducing an all Wales primary and secondary risk assessment for all victims to be shared across Police forces and all relevant statutory and third sector organisations, including housing.

The current Police recommendation is that: "A primary probing risk assessment question set is asked at the first point of contact, to establish and record who, where and why the victim is reporting – thus a greater focus on victim perspective. One set of questions should be agreed for the whole of Wales in order to develop consistency in assessing risk throughout the country" (ACPO, 2014).

Currently, the primary risk assessment used by Dyfed Powys Police, other forces and some partners asks the following questions:

1. Who is this behaviour affecting?

- You/an individual
- Your family/a family
- The community

2. Do you feel this is targeted at you?

- Yes
- No

3. Why do you feel this is targeted at you?

- N/A
- Race
- Faith/Religion/Belief
- Sexuality
- Gender
- Gender Identity
- Disability
- Age
- Other
- Not Known

4. How is this making you feel?

- No affect
- Unhappy
- I feel angry/upset/worried
- My health is suffering/daily routines affected

5. Other than this incident, how often are the incidents occurring?

- Daily
- Most Days
- Most weeks
- Most months
- First call/less than once a month

6. Do you know the offenders?

- Know each other well
- Known to each other
- Not Known

7. Have you informed other agencies about this?

- Yes
- No

Short guidelines on scoring and possible answers are provided and consent for information sharing is sought early at this stage. Certain scores, as well as a tick against some of the options, warrants a full, secondary, risk assessment.

Currently the secondary hate crime and anti-social behaviour risk assessments are being used and shared by the Police and partners to a varying degree. Where it is being used, for most housing organisations this is the only assessment they use (no primary assessment). There are four different risk assessments used by the Police forces and in some areas these are used by housing organisations. For copies of examples of risk assessments from Wales (Police and housing), contact Tai Pawb: info@taipawb.org. Depending on points scored as well as professional judgement, the risk is assessed as low, medium or high and response tailored to this level.

Most of the risk assessments in Wales are very similar to the risk assessment matrix developed by the Home Office some time ago: a copy can be found here – [www.cih.org/resources/PDF/Policy free download pdfs/risk_assessment_matrix.pdf](http://www.cih.org/resources/PDF/Policy_free_download_pdfs/risk_assessment_matrix.pdf). These are general crime/incident/anti-social behaviour risk assessments where the only question related to hate incidents asks about victim's perception of possible hate/prejudicial motivation, e.g. Do you think that this incident is associated with your or your family's religion/belief, race, sexual orientation, disability, etc.

Whereas this helps identify a hate crime/incident to some extent, the risk assessment is not as victim focused as Domestic Violence Risk Assessments (see: caada.org – marac) and often do not include any other questions which would help identify risk specifically related to hate crime and tailor the response (which we know may be different to anti-social behaviour). Such risk assessments would need to be based on comprehensive research and independent evaluation.

At the moment, the best approach for housing organisations that wish to use risk assessments is to work in partnership with the local Police service with a common risk assessment and possibly work together to make it victim focused and tailored for hate incidents.

Information Sharing

Multi-Agency Risk Assessment Conferences involve the sharing of information on victims and perpetrators (sometimes without their consent). All partners who are part of a local Multi-Agency Risk Assessment Conference should develop and sign an Information Sharing Protocol in accordance with the Wales Accord on the Sharing of Personal Information and guidance from professional regulators (Welsh Government 2014). The resources below may be helpful in this process:

- Guidance on the Development of an Information Sharing Protocol from Wales Accord on the Sharing of Personal Information – waspi.org.
- Examples of already developed information sharing protocols: www.waspi.org/page.cfm?orgid=702&pid=69416.

Operating Protocol

Multi-Agency Risk Assessment Conferences should have an operating protocol outlining at least the following:

- Aims.
- Membership.
- Role of Chair and Coordinator.
- Decision making in each agency.

- Referral process including deadlines.
- Responsibility of each member agency.
- Multi-Agency Risk Assessment Conference meeting structure.
- Action Planning.
- Information Sharing Protocol.
- Confidentiality rules.
- Evaluation.
- Complaints.
- Flowchart for the whole Multi-Agency Risk Assessment Conference process is also useful.

For more information on how the pilot hate crime/anti-social behaviour Multi-Agency Risk Assessment Conference operated, refer to the Association of Chief Police Officers document: "Hate and ASB MARAC's: A Framework for Wales": www.taipawb.org/article.aspx?nref=143 and practice examples below.

Key considerations:

- √ Do you work with other agencies to prevent and tackle hate crime? Apart from the Police, do you work or have you considered working with probation, mental health services, schools/education department, social services, local third sector support/advocacy organisations, youth offending teams, environmental health, etc.?
- √ Do you regularly share information with other agencies? Do you have an Information Sharing Protocol?
- √ Does your organisation use risk assessments which are the same as the assessments used by other statutory and third sector agencies in the area?
- √ Are all relevant staff appropriately trained in identifying risk, information sharing and referrals to other agencies/multiagency meetings/Multi-Agency Risk Assessment Conferences? Do you have a clear multi-agency process/process flowchart?
- √ Is your multi-agency approach regularly monitored, reviewed and evaluated to check whether it is working and producing the desired outcomes?

Practice Example: Neath Port Talbot Homes Risk Assessment

Neath Port Talbot Homes recently reviewed its anti-social behaviour policy and procedure. As part of the review and in response to national best practice they decided to introduce a risk assessment to their anti-social behaviour and hate incident process. The association worked closely with the Community Safety Partnership to develop a more joined up approach to assessing risk and dealing with hate incident and anti-social behaviour cases.

Neath Port Talbot Homes adopted the South Wales Police force's risk assessment (with some amendments relevant to housing) to have a common approach to assessing risk. If someone is identified as a victim of hate crime during the assessment, the case is automatically shared with the local hate crime officer. Neath Port Talbot Homes also encourages tenants to report hate crime via a leaflet which was developed with tenant group input. For more information, contact: Kelly.Davies@nphomes.co.uk or general contact number 0300 777 0000.

Practice Example: Newport Hate Crime Forum

The Newport Hate Crime Forum is a Multi-Agency Community Safety Partnership group that meets every quarter to review and discuss ways of raising awareness of hate crime and supporting local victims.

There is a case handling service for victims and any member of the forum may refer a victim to a multi-agency case handling meeting. Any victim may be referred with their consent.

The forum has its own website and hate incident reports can be made via this site www.newporthatecrime.co.uk. This service is now linked into the all Wales Victim Support reporting service.

The forum has recently produced a hate crime awareness DVD that can be viewed via their website. The DVD is being used by partners providing hate crime training.

For more information regarding the Newport Hate Crime Forum contact: Mike Davies, Community Safety Co-ordinator, Newport Central Police Station: 016 3324 5352; michael.davies@gwent.pnn.police.uk.

Case Study: Transphobic Hate Incident referred to Newport Hate Crime Forum

The female victim had suffered verbal and physical threats to her safety on her way to work and at her home address on a number of occasions and these instances were continuing even though they had been reported to the Police.

A case handling meeting was held with attendance by members of the Forum, including the Police, housing provider, South East Wales Regional Equality Council, anti-social behaviour officer, Council cohesion officer and a Police Lesbian, Gay, Bi-sexual and Transgender support officer. Following the meeting the housing provider installed various security provisions in the victim's home and offered continued support. The Police initiated a detailed action plan for support and to target offenders linking in with the anti-social behaviour officer. The Police Lesbian, Gay, Bi-sexual and Transgender officer developed a positive support mechanism with the victim and continued to refer her to support agencies.

In a matter of weeks, the victim expressed her gratitude and satisfaction with the response from the case handling meeting as her lifestyle had improved due to the measures that had been put in place by the multi-agency approach.

Practice Example: Pembrokeshire anti-social behaviour and hate crime Multi-Agency Risk Assessment Conference

Pembrokeshire anti-social behaviour and hate crime Multi-Agency Risk Assessment Conference is one of the pilot Multi-Agency Risk Assessment Conferences developed as part of the Dyfed-Powys pilot.

The Multi-Agency Risk Assessment Conference operates according to the principles outlined in the Multi-Agency Risk Assessment Conference framework mentioned earlier although some parts of the approach are still being developed, e.g. not all partners have adopted a formal risk assessment. The Multi-Agency Risk Assessment Conference is co-ordinated by the Community Safety Partnership and is attended by housing officers from both the Council and housing associations, environmental health, licencing, Police, social services, youth offending team and third sector agencies, e.g. Hafan.

The Multi-Agency Risk Assessment Conference is called when medium or high risk cases of hate crime and anti-social behaviour have been identified and at the moment this is often decided together by partners at monthly problem solving meetings (where all anti-social behaviour cases are reviewed). Multi-Agency Risk Assessment Conference meetings look at a much lower number of cases which are discussed in depth. Information is shared and action planned.

The cases are closely monitored by all partners involved as well as the Multi-Agency Risk Assessment Conference meeting itself. Between November 2013 and May 2014 – six Multi-Agency Risk Assessment Conferences have been held. Five out of six cases that the Multi-Agency Risk Assessment Conference dealt with involved vulnerable victims with mental health problems, some with learning difficulties. Five out of six cases involved social landlords.

For more information about this Multi-Agency Risk Assessment Conference, contact Wendy Butcher, Safer Pembrokeshire Partnership Support Coordinator. wendy.butcher@dyfed-powys.pnn.police.uk or Safer Pembrokeshire – Contact Number 01437 769669.

Case Study: Mate Crime Case, Safer Pembrokeshire Multi-Agency Risk Assessment Conference

The victim is vulnerable due to mental health problems and learning difficulties. The victim has been befriended by a perpetrator who, amongst others, abused the victim financially to an extent where the victim had to resort to food banks to be able to eat. The victim is extremely socially isolated and has limited capacity to recognise the limits of friendship. As a result, the victim has been specifically targeted by the perpetrator and the perpetrator was intermittently 'welcomed in and rejected' by the victim.

The case has been referred to Pembrokeshire's Multi-Agency Risk Assessment Conference. As a result of information sharing and a concerted action plan, the community mental health team, Police and social landlord are supporting the victim in recognising signs of abuse and responding to it, have given the perpetrator a warning in relation to accessing the victim's flat and approaching them. Due to the mate crime, but also a number of different factors, including the perpetrator's mental health problems, the victim will be moved; however, as the case has been reviewed through a Multi-Agency Risk Assessment Conference, an action plan has been put in place by all agencies that will closely monitor contact between the victim and perpetrator. For more information, contact: nicholas.falcon@pembrokeshire.gov.uk or tenancy.management@pembrokeshire.gov.uk; 01437 764551.

Practice Example: Taff Housing's multi-agency approach to Supporting Victims, Monitoring and Preventing Hate Crime

Taff Housing have their own strict standalone hate crime policies which dictate their approach to hate related incidents. All hate related incidents reported to Taff Housing are given a Category 1 status, ensuring that the investigating officer must attempt to interview the victim and agree an action plan within one working day of the incident being reported. This action plan is victim centred and ensures that the victim feels supported and encouraged to report such incidents. Part of this action plan ensures Taff Housing agree a fixed contact schedule with the victim, meaning the investigating officer will make weekly calls to them to discuss the situation during the course of the investigation.

Upon the report of a hate related incident, the investigating officer will immediately refer the matter to Cardiff designated South Wales Police Hate Crime officer. Communication between the Police and Taff Housing is maintained through the investigation and the matter is added to the agenda at the monthly race and hate crime meetings held across Cardiff involving housing providers, support agencies and the Police. It is this forum that encourages collaborative working and key information sharing that often enables Taff Housing and other housing providers to identify wider problems in the areas in which they operate.

Taff Housing uses its anti-social behaviour management system, "Locality", to log all reports of hate crime. This in turn can provide the organisation with heat maps, detailing areas where hate related incidents may be increasing. If Taff Housing identifies an area where there is a marked increase in hate related activity, its Community Investment team will work with the housing officer to visit homes and discuss with the residents some of the issues affecting the area. In one particular area the organisation had a problem with youth association hate related incidents. In response, it increased the amount of youth activities in the area. Children from various backgrounds got involved and Taff Housing saw a significant drop in nuisance and hate related incidents.

For more information, contact: joshua.dowdall@taffhousing.co.uk or main phone number: 029 2025 9100.

8. Monitoring Hate Crime and Performance

The Tackling Hate Incidents Toolkit contains an overview and examples of various measures that can be employed to measure and monitor hate crime and organisational performance. These can be summarised as below:

- **Trend measures** – these measure the numbers of incidents and patterns in occurrence to inform response and intervention strategies, resource implications etc.
- **Performance Measures** – these measure organisational performance and effectiveness in dealing with hate incidents and can be split into:
 - Performance on process (e.g. response times, satisfaction with communication, increase in reporting etc.).
 - Performance on outcomes, (e.g. satisfaction with outcome of a case etc).

It is beyond the scope of this update to advise how and what to measure, especially given that the 'Wales Anti-social Behaviour: Policy and Practice Review' recommends that key national partners should "work together to develop a clearer agreement about the way they measure and record anti-social behaviour, including a standard set of data to be recorded about anti-social behaviour cases in order to identify trends and measure improvements" (2014). The report also concludes that there is very little measured evidence as to the effectiveness of various approaches.

It is hoped that in terms of trend monitoring the new Victim Support "Hear it, Report it, Stop it" project will be able to work alongside all partners, including housing and Police to measure the number and patterns in hate incident occurrence across Wales to inform strategies. www.reporthate.victimsupport.org.uk.

There are some key considerations and practices that landlords can adopt now.

Key considerations:

- √ Do you use standardised classification of hate incidents/crime in line with the National Standards for Incident Reporting (page 28) www.gov.uk/government/uploads/system/uploads/attachment_data/file/116658/count-nsir11.pdf.
- √ Do you listen to diverse tenants' voices in relation to your performance on hate crime including accessibility of reporting, communication and satisfaction with outcomes?
- √ Do you use your customer profiling and equality monitoring data to identify patterns in relation to anti-social behaviour and hate crime (see practice example).
- √ Have you ever carried out an Equality Impact Assessment of your anti-social behaviour or hate crime policy and procedure to check its impact on various groups?
- √ How do you use your monitoring data to inform practice?
- √ How do you identify the difference between reports of hate crime and anti-social behaviour? Social housing providers should monitor incidents to ensure that, when reported, the hate element is being recorded and not simply logged as anti-social behaviour (All Wales Hate Crime Research Project, 2013).

Practice Example: Hafod Housing – Equality Impact Assessment of Anti-social Behaviour Policy

Hafod Housing undertook an Equality Impact Assessment of its anti-social behaviour policy. The Equality Impact Assessment was carried out by a team consisting of anti-social behaviour officers and managers, as well as service improvement staff, tenants and a housing manager supported by Tai Pawb. The team collated and analysed statistics related to anti-social behaviour reporting and satisfaction with anti-social behaviour and analysed them by protected characteristics.

Where disproportions were identified, the team decided to conduct further inquiries with the dissatisfied groups, e.g. in relation to response times or communication and accessibility of reporting. External guides, research, good practice and advice were also provided by Tai Pawb. The team reviewed all of the evidence and identified impacts of various parts of the policy on diverse groups. Gaps were also identified. The Equality Impact Assessment resulted in an action plan aimed at improving the policy, which amongst others includes:

- Expanding the policy to include all protected characteristics, including hate crime.
- Link the policy with safeguarding policies.
- Include examples/case studies of various hate crime victim experiences in the policy to raise awareness of the impact of hate crime.
- Developing an action plan with the community development team to focus on prevention of hate crime.
- Linking an organisational calendar with an equality and diversity calendar to raise awareness of specific groups and issues, e.g. Mental Health Awareness Week, Black History Month etc.
- Review accessibility of reporting methods especially through focus groups with tenant groups identified as underreporting as part of statistical analysis, e.g. young people.
- Review legal tools in line with the Anti-social Behaviour, Crime and Policing Act (2014).
- Where reporting is low, contact local third sector agencies, who may have other intelligence and suggestions for improvement.

For more information contact: Lucy.Ambrozejczyk@hafod.org.uk or enquiries@hafod.org.uk or Mair@taipawb.org or info@taipawb

Practice Example: Wrexham County Borough Council and Partners – Monitoring and Informing Practice

Wrexham County Borough Council's Multi-agency Third Party Reporting Project has a bespoke database which enables records to be kept of all reports. The data can be analysed for:

- Repeat victimisation.
- Geographic hot spots.
- Increases/decreases in incident type etc.

Over time, this should help the partners in Wrexham to be more proactive in their response to hate.

Wrexham is also working with senior managers to embed anti-hate work and community tension monitoring into the Single Integrated Plan. This will improve co-ordination and longer term planning.

It has recently undertaken a mapping exercise with services along a spectrum including bullying and hate incidents/crime. The purpose of this being to ascertain what type of provision is available and for whom, identify gaps and undertake a needs analysis. This information will be used to develop an action plan which will inform the Council's planning process and its priorities.

Practice Example: Caerphilly County Council: Hate Crime and Incident Mapping Reports

Caerphilly County Borough Council has undertaken a pilot project on mapping hate crime and hate incidents within the county borough. The mapping project ran from January 2012 to January 2013. The intention of the project was to establish a better picture of the situation to inform the development of appropriate interventions and support for victims.

Over the summer of 2013, the report was considered by the Caerphilly Community Cohesion Forum, who agreed the recommendations and way forward. The report was published during Hate Crime Awareness Week in October 2013 as part of the Council's ongoing commitment to tackling hate crime. The mapping exercise made a number of recommendations, including training for all frontline staff, more involvement with young and older people and more awareness raising with local organisations about their role in tackling hate crime. A copy of the report can be found here – www.caerphilly.gov.uk/site.aspx?s=oMR4sZmcAxv5GoohQu5vklcO8/8Ppd6jhRQf5qhodnV/Aqm91F9sBnfXxw8Dtn3p1+JyA0oEH/4=.

For more information, contact: equalities@caerphilly.gov.uk.

Appendix 1

Hate Crime Policy Checklist

Requirement	Included?	Action
Policy statement outlining commitment to preventing and tackling all forms of hate incidents and crime	Yes/No	
Positive vision and aspiration for cohesive communities without hate crime or harassment	Yes/No	
Definition of hate incident, hate crime and hate crime, including all protected characteristics and other forms of hate (e.g. subcultures, age etc)	Yes/No	
Differences between hate incidents/crimes and general anti-social behaviour and approach to both	Yes/No	
Examples of hate crimes/incidents to illustrate impact on victims and communities	Yes/No	
Commitment to mainstreaming and responsibility across the organisation	Yes/No	
Commitment to training all staff on hate crime awareness, hate crime policy and procedure and their roles and responsibilities	Yes/No	
Commitment and outline of approaches to: prevention, increasing reporting, supporting victims, challenging and working with perpetrators (including alternative forms of conflict resolution, restorative justice where possible), multi-agency working, clear performance standards	Yes/No	
Roles and responsibilities of tenants and service users, lead officers dealing with hate crime, housing managers, frontline staff, contractors	Yes/No	
Roles and responsibilities of managers and staff in key linked departments including allocation, development, community development, tenant participation, tenancy support, customer service, communications	Yes/No	
Contact details for support and advice agencies	Yes/No	
Tenant engagement and participation in developing, implementing, monitoring and reviewing the policy and performance	Yes/No	
Sources of further information and guidance	Yes/No	
Relevant legislation	Yes/No	
Rules of Information sharing and confidentiality	Yes/No	

Requirement	Included?	Action
Commitment to review and equality impact assess on a regular basis	Yes/No	
Links to anti-social behaviour policy, domestic violence policy, safeguarding children and adults policies, allocation policy, rent policy, community development policy, tenant participation strategy, equality and diversity policy and strategy, mental health and wellbeing policy	Yes/No	
Complaints procedure	Yes/No	

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