



Safer and Stronger Communities Board

Enfield Hate Crime Strategy 2018-2021

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1. Introduction

Background

Enfield has a long-standing commitment towards effectively tackling hate crime in the borough. Enfield was one of the first boroughs to establish multi-agency partnerships for tackling issues around racial hate. The Racial Incident Action Group (RIAG) was setup in Enfield in 1994. In 2006 this evolved into the Enfield Hate Crime Forum (EHCF) thus incorporating groups that work to tackle all aspects of hate crime. Enfield's Multi Agency model was recommended as a good practice model by the Home Office's 'In This Together: Good Practice in Multi-Agency Working' guide in 1999.

Studies over recent years have highlighted the need to improve reporting and increase confidence amongst our communities. We must also take this opportunity to understand how the increased connectivity of the world brings new challenges with it. At various stages in time we have seen national media outlets take an interest in hate crime. Often this is under difficult national circumstances such as high profile incidents that affect our communities. Enfield did not experience a significant increase in hate crime in the period immediately following the EU referendum. However, the uncertainty that faces the nation during this transition period may bring new challenges. We believe that we need to have a continuous focus on tackling hate crime and we strive to work with our communities to improve cohesion, encourage understanding of each others' values and mutual acceptance.

Defining Hate Crime

This strategy, in association with Enfield's Hate Crime Forum, has defined **hate crime** as:

'Any criminal offence which is perceived by the victim or any other person to be motivated by prejudice against a person's race, colour, ethnic origin, religion, sexual orientation, gender identity or disability.'

A **hate incident** is defined as:

Any incident, which may or may not constitute a criminal offence, which is perceived by the victim or any other person, as being motivated by prejudice or hate.

A victim does not have to belong to a targeted group to be considered as vulnerable. A person may become a victim because of a perceived membership, support or association with a targeted group. For example, a friend or associate of someone who belongs to a targeted group.

Enfield in Context

Enfield has established a multi-agency partnership for tackling issues around all aspects of hate crime. This multi-agency approach was derived from the Home Office's recommendation for forming our racial incident action group. The Enfield Hate Crime Forum (EHCF) and the thematic Hate Crime Executive lead on actions aimed at reducing hate crime in Enfield. The Case Management Panel (CMP) reviews cases and brings about a multi-agency response to tackling hate crime in Enfield.

The borough has a long history of leading the way in pioneering new solutions and ideas for tackling hate crime. The EHCF at various stages has set up a number third party reporting sites some with the possibility of online reporting and providing hate crime training to those who live, work, study and socialise in Enfield. This strategy will build on existing activities and provide a strategic response in the reduction of hate crime in Enfield.

- The Metropolitan Police recorded 472 hate crime offences in Enfield in the twelve months preceding February 2018, compared to 458 the previous year, an increase of 3.1%. In London, there was a decrease in the same period of 1.4%, recording 19604 offences, compared to 19875 offences in the previous year.
 - The Home Office data on Hate Crime (Oct 2017) has reported spikes in Hate Crime that coincided with recent high-profile events & incidents including the 2016 EU referendum campaign and a series of terror attacks in 2017. The Hate Crime Forum monitors whether similar trends can be found in Enfield. The data often show that similar phenomena are not replicated locally.
 - It is estimated that a large number of hate crimes go unreported. The Crime Survey for England for Wales (CSEW) estimates that up to 43% of hate crimes may go unreported.
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Borough Demographics

Enfield has a rich and diverse population. The table below provides an ethnic breakdown of the population in Enfield

ETHNICITY ENFIELD POPULATION – 2011 CENSUS

Ethnic group	Number of residents	% of total population
All categories: Ethnic group	312,466	100.0
Asian/Asian British: Bangladeshi	5,599	1.8
Asian/Asian British: Chinese	2,588	0.8
Asian/Asian British: Indian	11,648	3.7
Asian/Asian British: Other Asian	12,464	4.0
Asian/Asian British: Pakistani	2,594	0.8
Black/African/Caribbean/Black British: African	28,222	9.0
Black/African/Caribbean/Black British: Caribbean	17,334	5.5
Black/African/Caribbean/Black British: Other Black	8,131	2.6
Mixed/multiple ethnic group: Other Mixed	5,758	1.8
Mixed/multiple ethnic group: White and Asian	4,189	1.3
Mixed/multiple ethnic group: White and Black African	2,384	0.8
Mixed/multiple ethnic group: White and Black Caribbean	4,852	1.6
Other ethnic group: Arab	1,930	0.6
White: English/Welsh/Scottish/Northern Irish/British	126,450	40.5
White: Gypsy or Irish Traveller	344	0.1
White: Irish	6,899	2.2
White: Other White	56,947	18.2

According to the 2011 census, 15.5% of Enfield's population (48851 people) are permanently sick or disabled. This is slightly above average for London with most London boroughs having 13% - 18% of its population registered as permanently sick or disabled.

ENFIELD: ESTIMATED ETHNICITY BASELINE FOR 2017 (Information & Research Team, Enfield Council)

An update on Enfield's population is shown below based on council estimates.

Ethnicity	Total	%
White British	115979	34.77%
Black African	25305	7.59%
Turkish	24817	7.44%
White Other	24795	7.43%
Black Caribbean	17755	5.32%
Greek Cypriot	16354	4.90%
Other Ethnic Group	13257	3.97%
Other Asian	12937	3.88%
Indian	11945	3.58%
Somali	9452	2.83%
Other Black	8474	2.54%
White Irish	7192	2.16%
Other mixed	6732	2.02%
Turkish Cypriot	6509	1.95%
Bangladeshi	6455	1.94%
White & Black Caribbean	4564	1.37%
Greek	4507	1.35%
Kurdish	4443	1.33%
White and Asian	4046	1.21%
Pakistani	2808	0.84%
Chinese	2774	0.83%
White and Black African	2474	0.74%

Enfield Casework Management Panel

The Casework Management Panel (CMP) is a multi-agency panel that meets to look at reported cases of hate crime in Enfield.

It is able to give assurance to the victims of hate crime that incidents are scrutinised by the multi-agency panel. The CMP aims to look at what action has been taken and offers best practice where possible. Partners are asked to feedback on actions from previous meetings. The panel seeks to come to a unanimous agreement on best practice, whilst ensuring that victims are supported through the criminal justice system, before a case is closed.

2. Enfield's Policy and Priorities

Our Ambition

To reduce hate crime in Enfield by ensuring victims and witnesses of hate crime are supported, offenders are brought to justice and agencies have an accurate picture of hate crimes in the borough, so prevention work happens at the earliest opportunity. This strategy provides a framework for Enfield's statutory, voluntary and community organisations to work in partnership to achieve our ambition.

The Local Authority is required by the Crime and Disorder Act (1998), amended by the Police and Justice Act (2006), to build partnerships with internal departments, external agencies and the community to improve crime and community safety. The Safer and Stronger Communities Board (SSCB), recognised for its work both nationally and internationally, leads on work to make Enfield a safer place.

The SSCB looks to support "the vulnerable people within our communities" as well as ensuring that local police officers spend more time with local communities listening to the public's concerns. "Promoting cohesion and tackling hate crime" is a priority for the SSCB's 17/18 Partnership Plan.

The Strategic Aims

Strategic Aim 1: Improve the community's confidence in hate crime services and increase understanding of hate crime.

To improve the community's understanding of the work that goes into tackling hate crime, highlighting the benefits of Enfield's multi-agency response, with the intention to increase community confidence to report hate crimes.

Strategic Aim 2: Increase the number of hate crimes reported to services.

To empower more people to report hate crimes by enabling them to report through various methods and locations, and by raising awareness, amongst communities and professionals, as to what constitutes a hate crime.

Strategic Aim 3: Build upon effective working practices to bring more offenders to justice.

To have a partnership that learns from previous incidents and dynamically adapts services as to the needs of the victim, and improving the multi-agency partnership work to enable a swift outcome when offenders are identified.

Strategic Aim 4: Work effectively with partners to prevent hate crime

To influence social attitudes by promoting the benefits of diversity, challenging stereotypes and identifying effective ways of engaging the community, including hard to reach communities and young people.

3. Hate Crime in Detail

Common Characteristics of Hate Crime

Hate crime is where a person or group of people are victimised because of the offender's hatred for the victims':

- Disability
- Faith, Belief, or lack of Belief
- Race or Ethnicity
- Sexual Orientation
- Transgender Identity

These crimes can be subtle or overt and can take the form of:

- Verbal abuse and harassment (including name calling)
- Threats and intimidation, including nuisance calls, malicious and unfounded complaints
- Physical assault and violence including sexual violence
- Psychological and emotional violence
- Property damage or Arson
- Graffiti
- Online hate crime

Race Hate Crime

In Enfield, race-related hate crime represents the largest number by volume. In the twelve months prior to February 2018, 397 out of 472 (82%) of reported hate crimes were race-related. This is broadly in line with the rest of London where 78% of all reported hate crimes were race-related.

We believe this can be partly attributed to the increased confidence of the community to report hate crime as well as continued awareness campaigns addressing under-reporting. We will continue to look at why such a significant portion of hate crimes are race-related in Enfield.

Faith Hate Crime

Given the diverse nature of London's population, the Metropolitan Police specifically monitors anti-Semitic and anti-Muslim hate crime in addition to faith-related hate crime.

In the twelve months prior to February 2018, reported incidents of faith hate crime in Enfield decreased by 14% (from 57 to 49) compared to the previous year. This contrasts to reported incidents in London which increased by 20.1% for the same period (from 2054 to 2467). Whilst the reduction in crime is to be welcomed, we will continue to work with our communities, ensuring they feel empowered to report any incidents of faith-related hate crime.

The Mayor's Office for Policing and Crime's (MOPAC) hate crime reduction strategy (2014-2017) states that certain communities are disproportionately affected by hate crime due to national and international events. It goes on to explain how there is an increase in faith hate offences across London following high-profile terrorist attacks.

Homophobic Hate Crime

In the 12 months prior to February 2018, reported incidents of homophobic hate crime in Enfield rose by 5 incidents (from 34 to 39) compared to the previous year. This represents an increase of 14.7% compared to a rise of 2.1% (from 2158 to 2204) in London for the same period.

The Enfield Hate Crime Forum acknowledges that under-reporting plays a significant role in number of recorded incidents. The Crime Survey for England and Wales (CSEW) continues to demonstrate a disparity between hate crime experienced and hate crime reported.

Furthermore, in 2017, Stonewall (an organisation supporting lesbian, gay, bi and trans people) published 'LGBT in Britain: Hate Crime and Discrimination'. Having conducted an online survey with 5,375 LGBT people across England, Scotland and Wales about their life in Britain today.

Some key findings:

- 16% of LGB people have experienced hate crime due to their sexual orientation in the last 12 months.
- The number of LGB people who have experienced a hate crime because of their sexual orientation has increased from 9% to 16% since 2013.
- 81% of those who had experienced hate crime did not report it to the police.

We will continue working with our communities to raise awareness of all forms of hate crime and encourage reporting.

Transphobic Hate Crime

The number of transgender hate crime offences reported in Enfield has remained very low for a number of years. There was only one reported incident between February 2017 – February 2018 compared to six reported incidents in the previous year. Looking at MOPAC findings, this is also reflected elsewhere in London where the reported numbers remain low. There was a 9% decrease in reported incidents in London for the same time period compared to the previous year (191 down from 210).

Despite the relatively low numbers, we understand the significant harm and hurt such hate incidents can incur in our communities. A 2017 report by NatCen, an independent social research agency, found that whilst a majority of participants held supportive attitudes towards transgender people, alarmingly, a significant minority do not. Only 53% of participants stated that they condemn transphobia completely and only 4 in 10 believe that a trans person "definitely should" be employed in public-facing jobs (such as a policeman or primary school teacher).

As with other hate crime, there is evidence to suggest that a number of transphobic hate crimes are under-reported. The 2017 Stonewall survey reported the following:

- 41% of trans people had experienced a hate crime incident because of their gender identity in the last 12 months.
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- 79% of trans people who had experienced hate crime did not report it to the police.
- Trans people are twice as likely to be a victim of hate crime than members of the LGB community.

Disability Hate Crime

In the twelve months prior to February 2018, reported incidents of disability hate crime in Enfield fell by 41.2% (from 17 to 10 incidents) compared to the previous year. The number of reported disability hate crime in Enfield has remained low in the last twelve months, representing 2.1% of all reported hate crime.

Similar numbers are reflected elsewhere in London where disability-related hate crime represents 2.2% of all recorded incidents. The number of reported incidents in London also showed significant reductions of 40% (from 718 to 431).

In 2017 the Equality and Human Rights Commission published a progress report on disability-related harassment. They express disappointment at the disparity between low numbers of hate crime reported to the police and high numbers of experienced hate crime revealed by Crime Survey data. This was supported by Inclusion London who in 2016 reported that 15% of the public had witnessed some form of hate crime incident against disabled people in the last year.

Enfield remains committed to ensuring that all residents are valued and are able to go about their daily lives without fear of experiencing crime. The Enfield Hate Crime Forum will continue to work with community partners to improve understanding and explore easier reporting mechanisms to all residents.

Tackling Hate Crime in the Digital World

The internet has opened opportunities for individuals to communicate with a global audience. For example, social media, instant messaging services, applications, online gaming, video sharing services and online forums. Whilst these avenues foster positive relationships for many, they can also be used to spread messages and acts of hate that would be considered illegal in the 'off-line' world. Especially problematic is that many platforms allow users to hide behind masks of anonymity when engaging in such behaviour.

Furthermore, there is evidence to suggest that 'online' and 'offline' hate crime are connected. In February 2018, the University of Warwick published a study entitled 'Fanning the Flames of Hate: Social Media and Hate Crime'. They concluded that "social media has not only become a fertile soil for the spread of hateful ideas but also motivates real-life action."

In 2017 MOPAC hosted the UK's first Online Hate Crime Summit which brought together a number of social media companies, charities and victims to discuss how to tackle the issue. The summit was a significant recognition of the problem and provided important learning opportunities for authorities. Enfield will continue to track the summit's recommendations and guidance.

There is evidence to suggest that under-reporting is as significant an issue in the online as well as offline sphere. In 2017, Stonewall reported that almost one in four LGBT young people aged 18 to 24 (23 per cent) have been personally targeted online because of their perceived sexual orientation or gender identity. 'Galop' (an LGBT anti-violence charity) produced a 2017 'Online Hate Crime

Report' stating that 84% of survey respondents had experienced more than one occurrence of online abuse. Of those 84%, 72% had not reported their most recent experience.

We understand that the way people communicate is constantly evolving and we need to ensure that we adapt to the needs and experiences of the community. Enfield remains committed to improving the ways in which online hate crime can be reported to ensure it is treated in the same light as offline hate crime. Enfield will continue to utilise reporting avenues developed by MOPAC such as the MOPAC Hate Crime App, online reporting and Third Party Reporting centres.

Victims

The Enfield Hate Crime Forum understands the need for sensitivity when supporting hate crime victims, their families, friends and witnesses. In July 2017, the University of Leicester's Centre for Hate Studies published a report arguing that victims of hate crime are being let down. The report recommends greater efforts into support provision and frontline staff training.

We also recognise the need to understand how a single incident can have a significant effect on the wider community. In January 2018, the University of Sussex published a study involving over 3,000 participants from the LGBT and Muslim communities. It contains evidence that hate crime has a significant effect on whole communities, not just the targeted victims.

We understand that victims and families may prefer to liaise with officers from their own ethnic group or from an agency that specialises in helping that community. For example, a homophobic crime victim may prefer support from a group that provides dedicated support to lesbian, gay or bisexual members. In Enfield the partnership is committed to representing the community it serves and seeks to employ a diverse population at all levels of employment.

The Enfield Hate Crime Forum recognises that victims of hate crime are often in a very vulnerable position, and great care should be taken to protect their anonymity. For example, many LGB people may not wish to disclose their sexuality to everyone, such as work colleagues, neighbours, or family. Therefore, confidentiality and compliance with data protection regulation should remain a priority.

Repeat Victims

Repeat victims of hate crime may have experienced more than one incident of hate crime by varying perpetrators, or be repeatedly targeted by the same perpetrator. Victims may come with a history of victimisation. It is essential that appropriate prevention and interventions are rapidly put in place to reduce repeat victimisation, ensuring confidence is built with criminal justice agencies. This includes how agencies deal with initial reports of hate incidents. For example, if an organisation does not appropriately support the victim, investigate the incident, uses inappropriate language, rejects their claim or disbelieves them, this can cause the victim to lose confidence and not report any further incidents. This may result in secondary victimisation from institutions and repeat victimisation.

In Enfield the Case Management Panel is ideally placed to identify repeat victimisation. Due to its multi-agency nature, the CMP is able to offer suitable interventions, and identify suitable agencies, to ensure victims are supported and that extra support procedures are set in place.

Offending behaviour

To effectively tackle hate crime it is important to understand who the perpetrators are and why they commit these offences. The forum believes that preventative measures can only be put into place as a result of improved understanding.

A lead academic from University of Birmingham suggests that hate crime tends to spike following trigger events. According to Dr Imran Awan, from the institute's School of Social Sciences, "the decision to leave the EU in some cases emboldened people to express their feelings of hate and 'legitimised' the prejudice that they had by empowering them to express and verbalise those feelings both in the cyber world but also in 'real' life."

Preventative Solutions

The University of Sussex's 2016 report 'Preventing Hate Crime' states that preventing hate crime "will involve multiple agencies that must attempt to address a myriad of individual, institutional and structural factors that are causal to hate-motivated offences."

The Home Office's Hate Crime Strategy (2016) places significant focus on the importance of prevention. It states that one of its 'key areas' is to prevent hate crime by challenging the beliefs and attitudes that can underlie such crimes. This involves committing government resources towards projects that bring communities together, empowering people to challenge discriminatory attitudes and behaviour that could lead to hate crime. Enfield will also continue to support the Home Office's strategies to prevent the causes of hate crime.

Enfield is committed to engaging with partners, agencies and community groups wherever possible to prevent prejudice developing at an early stage. We believe in encouraging young people to think deeply about issues of multi-culturalism and mutual acceptance, as well as provide opportunities to learn and interact with people from different cultures.

Glossary

- A** **Anti-Semitism** – Discrimination, hostility or prejudice directed at Jews.
- Asylum Seeker** - A person who is seeking to be recognised as a refugee.
- B** **Bisexual** – A person who is sexually attracted to both men and women.
- D** **Disability** – According to the DDA's definition is a physical or mental impairment.
- Discrimination** – Any action that deprives an individual or group of individuals of their rights.
- E** **Ethnic group** – A population or a group of people who share a common culture, language, religion, physical trait or a common ancestry.
- Ethnic Minority** – Often used to refer to black and other minority groups.
- G** **Gay** – A reference to a person sexually attracted to a person of the same gender.
- H** **Harassment** – Any behaviour that causes alarm, distress or other suffering to the victim.
- Homophobia** – Fear, hatred, hostility, discrimination, disapproval or prejudice of LGB population.
- I** **Immigrant** – Someone who has moved from one nation to another for long-term residence.
- Indirect Discrimination** – Discrimination that affects a selective group where a rule that applies to everyone has a discriminating factor only for that group.
- L** **Lesbian** – Refers to women whose primary sexual attraction is towards other women.
- P** **Prejudice** – A detrimental preconceived opinion or feeling formed which relates to a person or group of people.
- R** **Refugee** – Someone who has fled war, persecution or other violence in their home country.
- S** **Sexual Identity** – Refers to how a person self identifies their own gender.
- Sexual Orientation** – Refers to whether a person's sexual attraction is towards the same or opposite sex.
- Stereotyping** – Ideas formed about a member of a particular group which can be positive or negative that is used to justify reactions to members of that group. Stereotypes are rarely accurate and are often fabricated.
- T** **Transgender** – A term that is used to describe people who identify themselves as a gender different to the sex assigned to them at birth.
- Transphobia** - Fear, hatred, hostility, discrimination, disapproval or prejudice of the transgender population.
- Transvestite** – Someone who dresses in clothing traditionally associated with the opposite gender to their biological gender.
- Trans** – Trans is an umbrella term that is used to identify all people that do not conform to the binary gender model i.e. intersex, intergender, androgyne, etc.
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