

# Crime and Disorder Select Committee

## Scrutiny Review Hate Crime

January 2019



*The information presented in this report was correct at the time evidence was presented to the Select Committee. However, as much of the information included here is extracted from 'live' systems and remains the subject of on-going operational activity, audit and scrutiny, changes to the underlying data may occur. Information presented in this report may therefore differ from that presented in subsequent publications from Cleveland Police.*

Crime and Disorder Select Committee  
Stockton-on-Tees Borough Council  
Municipal Buildings  
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## **Select Committee – Membership**

Councillor David Wilburn (Chair)  
Councillor Rowling (Vice-Chair)  
Councillor Barlow  
Councillor Clark  
Councillor Dalgarno  
Councillor Faulks  
Councillor Richardson  
Councillor Whitehill  
Councillor Woodhouse

## **Acknowledgments**

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Sgt Jeff Parkes, Cleveland Police  
Eric Barrett, School Liaison Officer  
Sgt Brian McCarthy, Cleveland Police  
Barry Copping, Police and Crime Commissioner  
Sarah Wilson Office of the Police and Crime Commissioner  
James Hadman – Catalyst  
Dave Mead – VCAS and his staff  
Beth Miller – Diocese of Durham  
Liam Twizell – REACH Project  
Ruth Benson – SNAPS  
Jean Kirby – Over 50s Forum  
Euphrasia Makaure – One Community Link  
Paul Christon – Middlesbrough and Stockton Mind  
Ellie Lowther – Transaware  
Sarah Lewis - Hart Gables  
Sarah McManus - A Way Out  
Third Party Reporting Centres  
Azeem Ahmad – Show Racism the Red Card

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## Scope

### Which of our strategic corporate objectives does this topic address?

The review will contribute to the following Council Plan 2017-2020 key objective:

- Continue to work with other key agencies, using collaborative working and joined up approaches to tackle the changing demands of crime
- Continue to develop awareness and understanding around the development of stronger and cohesive communities

### What are the main issues and overall aim of this review?

It has been nationally, regionally and locally recognised that the issues of hate crime continues to grow yet the true extent of hate crime within communities is not known due under reporting. There have been a number of reports and consultation documents to support the issues of under-reporting of hate crime within communities.

The review would enable a closer examination into the issue of hate crime (including communities from LBG&T (lesbian, bi-sexual, gay and trans communities), people with disabilities, faith & belief and BME (black minority ethnic) communities, asylum seeker and refugees.

The overall aim would be to increase awareness and understanding for hate crime issues, seek to build confidence within communities and increase reporting. The review will also explore restorative justice programmes and partnership working arrangements.

### The Committee will undertake the following key lines of enquiry:

- What measures and processes do SBC and its partners have in place to raise awareness amongst key agencies and the wider communities to identify and tackle hate crime?
- How well are the key agencies working together?
- How do we measure the effectiveness of activities to raise awareness and provide support?
- Do we benchmark performance?
- Are the current priorities and measures in the Hate Crime Action Plan appropriate?
- How hate crime is recorded and what are the reasons for under-reporting?
- What is the reported incidence of hate crime in the Borough compared with other areas and is there correlation with numbers of minority groups?
- What support is needed to encourage victims to report incidences of hate crime?
- What is the impact of hate crime?
- What is the role and impact of social media?
- Why do hate crimes occur and how can hate crime be prevented?
- What is third party reporting?

### Who will the Committee be trying to influence as part of its work?

Cabinet, partner agencies.

**Expected duration of review and key milestones:**

10 months:

Approval of Scope and Project Plan – 26 April 2018

Receiving Evidence – May – October 2018

Formulate draft recommendations – 29 November 2018

Final Agreement of Report – 20 December 2018

Consideration by Executive Scrutiny – 15 January 2019

Submission to Cabinet – 24 January 2019

**What information do we need?**

Who can provide us with further relevant evidence? (Cabinet Member, officer, service user, general public, expert witness, etc.)	What specific areas do we want them to cover when they give evidence?
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SBC Officers

Context and Background

Police

Role of difference agencies

Cabinet Member

Incidence of recorded crimes, trends

Role of Hate Crime Group

Third Party Reporting Centres

Involvement of Safer Stockton Partnership

Restorative justice approaches

Police and Crime Commissioner

Tees Approach

Role of the Strategic Hate Crime Group

School Liaison, Youth Group Representatives, Youth Assembly, PCSOs

Work in Schools

Hate Incident Reporting Procedure

Young people's perspective

Groups representing people with protected characteristics

Victim Perspective

Vulnerabilities

Victim Care Advice Services

Voluntary and Community Sector

## Foreword

Hate Crime has been an issue of growing concern nationally, regionally and locally with an increasing number of reports in the media; one of the most recent national media reports highlighting a rise in crimes against homeless people and calling for this to be recorded as a specific category.

In line with national trends, there has been an increase of reporting of hate crime in Stockton, however, we recognise that sadly this is just the “tip of the iceberg” and increasing reporting remain a huge challenge.

We hope that the work of the Select Committee has helped to raise awareness and understanding of hate crime issues, and encourage the Council to build on the valuable work that is taking place across Stockton with other organisations and the community to raise awareness, increase reporting, educate and provide support.



Councillor David Wilburn  
Chair



Councillor Paul Rowling  
Vice Chair

## 1.0 Introduction

1.1 This report presents the outcomes of the Scrutiny Review of Hate Crime. The overall aim of the review was to increase awareness and understanding for hate crime issues, seek to build confidence within communities and increase reporting. The review also explored restorative justice programmes and partnership working arrangements.

1.2 The Committee explored the following issues:

- What measures and processes do SBC and its partners have in place to raise awareness amongst key agencies and the wider communities to identify and tackle hate crime?
- How well are the key agencies working together?
- How do we measure the effectiveness of activities to raise awareness and provide support?
- Do we benchmark performance?
- Are the current priorities and measures in the Hate Crime Action Plan appropriate?
- How hate crime is recorded and what are the reasons for under-reporting?
- What is the reported incidence of hate crime in the Borough compared with other areas and is there correlation with numbers of minority groups?
- What support is needed to encourage victims to report incidences of hate crime?
- What is the impact of hate crime?
- What is the role and impact of social media?
- Why do hate crimes occur and how can hate crime be prevented?
- What is third party reporting?

1.3 The Committee has taken evidence from Community Safety, Cleveland Police, Police and Crime Commissioner, Catalyst, Victim Support, Third Party Reporting Centres and a wide range of support organisations.

## 2.0 Evidence

### Background

2.0 ***'Hate Crime' refers to any crime against a person which is perceived to be motivated by a person's hostility or prejudice against certain characteristics; race, religion, disability, sexual orientation and gender identity. This can be committed against a person or property.***

2.1 It has been nationally, regionally and locally recognised that the issue of Hate Crime continues to grow yet the true extent of Hate Crime within communities is not known due under reporting.

2.2 Tackling Hate Crime remains high on the agenda for the Stockton Safer Partnership and forms part of the Community Safety Plan 2017-20 within 'Protecting vulnerable people' and the Police and Crime Plan 2016-21 within the priority of 'Better deal for victims and witnesses'.

2.3 In line with the national picture, the number of hate crimes and incidents are on the increase. The most recent national statistics are from 2016/17 (published Oct 17) noted a rise of 29% across England and Wales.

2.4 The increase was thought to reflect both a genuine rise in Hate Crime around the time of the EU referendum and also ongoing improvements in crime recording by the Police.



The Office for National Statistics have stated increases in recent years in police recorded violence against the person and public order offences have been driven by improvements in police recording. Around nine in ten Hate Crime offences recorded by the police are in these two offence groups.

2.5 In Stockton, the increase was at a slower pace (+16.3%) than nationally (+29%).

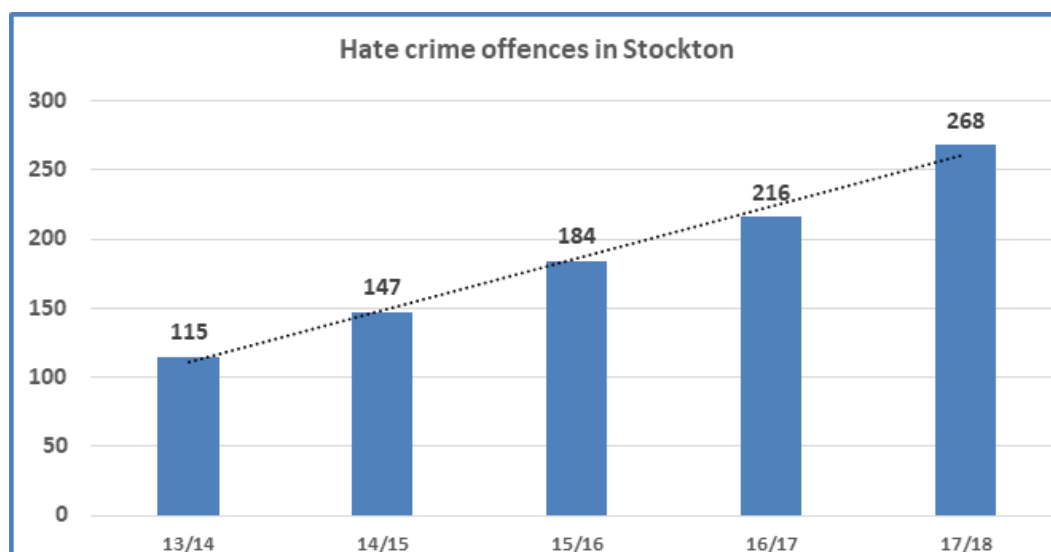
2.6 During the most recent 12 months, there has been a further 52 (+24.1%) Hate Crimes recorded in Stockton compared to the previous year (April 16 to March 17).

2.7 The offences relate to incidents which are perceived to have a hate and criminal element and account for 86% of all the Hate Crime incidents recorded (268 of 316 incidents). Those with no criminal behavior are recorded solely as a hate incident.

2.8 As the actual number of recorded Hate Crime offences are relatively low in numbers (268 crimes), they account for less than 2% of all crime in Stockton.

**Number of Hate Crimes in Stockton over the most recent five years**

Year	13/14	14/15	15/16	16/17	17/18	Numerical change from 2014 to 2018	% change from 2014 to 2018
Hate Crime	115	147	184	216	268	153	133%



2.9 Looking at crime trends, over the past five years, offences have doubled, from 115 crimes to 268 (+133%). This is a similar picture across the Tees Valley area.

2.10 Unlike the majority of crime types, the rise in levels is seen as a positive, with more victims now willing to come forward. Alongside this, the public are now becoming more aware of what a Hate Crime is along with more robust reporting practices. The increase is similar to the national picture of a year on year increase (+80% from 2014 to 2017, 87% in Stockton)<sup>1</sup>.

2.11 Like domestic abuse, the true extent of Hate Crime is not quantified by the number of crimes. The actual figures do not represent the real experiences of victims, particularly from minority groups.

<sup>1</sup> ONS website – Hate Crime

2.12 There are five centrally monitored strands of Hate Crime.

**Figure 11 – Levels by strands - Stockton**

Type	2017/18	2016/17	Change	% change	% of Hate crime
Racial	198	175	23	13.1%	73.9
Transgender	9	5	4	80%	3.4
Disability	21	7	14	200%	7.8
Religion/Belief	8	7	1	14.3%	3.0
Sexual Orientation	32	22	10	45.5%	11.9
Total	268	216	52	24.1%	100

2.13 Offences with a racial element account for the majority of crimes (73.9%), followed by sexual orientation (11.9%). Other types of Hate Crime remain in low numbers.

2.14 It is within the other four strands of Hate Crime (not including racial) where there needs to be some strong focus on increasing the reporting of incidents.

2.15 There also continues to be little information reported via the Third Party Reporting Centres (TPRC) – this has been noted as an issue through the operational Hate Crime meetings and is measured within the Hate Crime action plan.

2.16 The Police Communities and Partnerships Team are currently reviewing the process of increasing the reporting to TPRC to start to build on knowledge through trained Community Connectors (Champions). This is incorporated into a further action regarding the development of questions around the theme of ‘what could agencies change to make things better to report?’

2.17 There is also a potential gap within services; ensuring staff within adult social care are aware of the possibility some clients may be victims of disability Hate Crime and yet afraid (victim) or uncertain (carers /employee) on how to report this. This is reflected in the low number of disability offences. The low figures for disability reporting could potentially be due to a gap in the training and awareness of SBC frontline services in recognizing the strands of hate.

### **What are we doing to tackle Hate Crime in Stockton?**

2.18 Being a victim of crime because of who you are rather than a ‘non-targeted’ crime has greater impact on a victim’s health and well-being.

2.19 Locally, crime data shows victims from this type of crime can be repeatedly victimized. Young adults are also at risk of this type of crime with one in six of all victims aged 17 and under.

2.20 Men are more likely to be a victim of Hate Crime (2 out of every 3 victims) however there have been several repeat victims in Stockton who are female. Alongside this, one in 8 victims have been subject to more than one Hate Crime.

2.21 Locally two thirds of all residents who participated in Stockton Residents’ Survey felt there was good community cohesion in the Borough.

2.22 Hate forms part of the Community Safety Plan 2017-20 within “Protecting Vulnerable People”. The Safer Stockton Partnership are responsible for the delivery of this Plan.

## Hate Crime Group

2.23 The Hate Crime Group is unique to Stockton. The Terms of Reference and Action Plan were submitted to the Select Committee. The current membership comprises:

- Stockton local Policing Area Inspector
- Police and Crime Commissioner Hate Crime Officer/s
- Police and Crime Commissioner Consultation & Engagement Officer
- Stockton Borough Council (SBC) Senior Education Rep (Schools)
- SBC Assistant Community Safety Manager
- SBC Housing Options Team
- SBC Senior Diversity Officer
- Thirteen Housing Association Group
- Stockton Citizen Advice Bureau CAB
- Voluntary and Community Sector – Catalyst Officer
- IAG Chair person
- College representative
- (Safe in Tees Valley) - Victim Care and Advice Service (VCAS)
- Society for the Blind
- Taxi Trade representatives
- Trans community representatives

2.24 A monthly multi-agency Hate Crime Group remains in place to tackle the issues surrounding Hate Crime. This includes an open session which covers general topics and trends, followed by a closed session where all Hate Crime incidents and crimes are discussed.

2.25 The purpose of this is to identify any repeat or vulnerable victims, locations or changes in offending behavior and to ensure the right services have been offered to the victim.

2.26 The action plan has been implemented based upon five key strands:-

- Preventing Hate Crime
- Responding to Hate Crime in our communities
- Increasing the reporting of Hate Crime
- Improving support to victims
- Building our understanding of Hate Crime

2.27 To date, there has been some good progress in many of the key areas:

- Catalyst - have been key is raising awareness of Hate Crime issues through awareness sessions and use of social media along with the development of pathways for third party reporting
- Training and awareness sessions for SBC elected members have taken place and it is anticipated that this will be rolled out to other directorates within SBC
- Roll out a programme of awareness sessions within education establishments
- Commissioned temporary accommodation providers given information and guidance on how to make referrals
- Development of promotional video to be shown within community events
- Focus group held through the PCC and further sessions planned with Victim Crime and Advice Service (VCAS)

2.28 The Hate Crime Group is working well, but there is always room to improve and most recently attendance and representation has been encouraged from under-represented

groups within the community. Most recent new additions are Taxi Trade, trans community, and Society for the Blind.

2.29 A member of the team researches cases that are discussed within the closed session of the meeting. This includes the date, time, location, brief details on the incident/offence, the victim and the status of the crime, for example if detected. The Local Authority database (FLARE) is also checked for any incidents recorded that are flagged as a hate incident. There are rarely any incidents in spite of fact that there are numerous TPRCs in Stockton. This work is also supported by a police document which includes details taken from the police analyst's monthly Hate Crime report.

### **Hate Crime Awareness Week - 16 – 20 October 2017**

2.30 A number of activities were carried out to raise awareness of Hate Crime across the Borough. In partnership with Cleveland Police, stalls were set up at Stockton, Thornaby and Billingham libraries. The feedback is set out below:

Barriers to reporting:

- People not having confidence in the police and council when making reports, that's why some people don't report Hate Crime
- Don't trust the Police
- Didn't know that they could report Hate Crime at the council buildings or even the third party reporting centres. Where is that advertised?
- Waste of time reporting Hate Crime as perception that nothing gets done
- People didn't know about the support on offer from VCAS
- People didn't know what happens to the reports, when made
- People didn't know who are our partners were in tackling Hate Crime

Some positive issues were:

- People were happy that the Council and the Police are working together to tackle Hate Crime
- People wanted more information about being safe and where to go for advice around Hate Crime
- Personal alarms were given out as people felt safer with them
- The property marking sessions worked really well at the libraries with over 1,000 people looking at Cleveland Police Facebook account and about 20 people getting their property marked
- The sessions encouraged a lot of discussions around Hate Crime
- Strong partnership working with the Cleveland Police
- Promoting Hate Crime awareness through taxis and their offices. Also posters and Hate Crime leaflets were sent out and had positive feedback from the taxi trade. When any taxi renewal or application is made, information is automatically sent regarding Hate Crime
- Crime leaflets and stickers for vehicles

### **Show Racism the Red Card**

2.32 Show Racism the Red Card is the UK's leading anti-racism educational charity, they provide educational workshops, training sessions, multimedia packages, and a whole host of other resources, all with the purpose of tackling racism in society. Established in January 1996, the organisation utilises the high-profile status of football and football players to publicise its message. Across the UK and locally, Show Racism the Red Card delivers training and awareness to more than 50,000 individuals per year. Stockton Borough Council

promoted 'Show Racism the Red Card' during October 2017 and 2018 and all elected members support 'Show Racism the Red Card' programme.



### Cleveland Wide Work - Police and Crime Commissioner (PCC)

2.33 The Select Committee received a presentation from Barry Coppinger (Cleveland Police and Crime Commissioner) highlighting work across Cleveland. The PCC is committed to addressing and investing in Hate Crime. This includes increasing the number of staff who are dedicated to the investigation, prevention and support for this type of crime. The crime investigators have seen some real progress in the past year, resulting in the successful detection of offences.

#### Hate Crime – The Cleveland Picture

All Reported Hate Incidents and Crimes - Force	15/16	16/17	17/18
Total	822	1019	1092
Percentage of population	0.15%	0.18%	0.19%

All Reported Hate Incidents and Crimes – Hartlepool	15/16	16/17	17/18
Total	129	155	172
Percentage of population	0.14%	0.17%	0.18%

All Reported Hate Incidents and Crimes – Redcar & Cleveland	15/16	16/17	17/18
Total	89	156	134
Percentage of population	0.07%	0.12%	0.1%

All Reported Hate Incidents and Crimes - Middlesbrough	15/16	16/17	17/18
Total	367	444	467
Percentage of population	0.26%	0.32%	0.33%

All Reported Hate Incidents and Crimes - Stockton	15/16	16/17	17/18
Total	236	263	316
Percentage of population	0.12%	0.13%	0.16%

## Consultation Feedback

2.34 The PCC has engaged with a variety of diverse groups across all strands including the Regional Refugee Forum, Hart Gables, Trans Aware, CHAT learning disability group, Strategic Independent Advisory Group. Feedback reveals that Hate Crime under reported for a variety of reasons:

- Victim feels incident is too minor to be reported
- Feeling that the police won't be able to do anything
- Feeling that the police won't take the incident seriously
- Fear of being forced to 'come out' through the criminal justice process
- Negative previous experiences of the police, including from country of origin for asylum seekers

## What have we done?

2.35 The Cleveland Strategic Hate Crime & Incidents Group, chaired by the PCC, involves Local Authorities, Housing, Police, VCSE, VCAS, YOS, CRC and NPS to progress

- Increasing reporting
- Public awareness
- Support for victims
- Improved prosecutions

2.36 There has also been increased investment (£120,000 pa) in dedicated roles:

- Hate Crime Investigators
- Refugee & Asylum Seeker Coordinator
- Community Cohesion Officer

2.37 Training has taken place including:

- Everyone Matters – Cultural Awareness sessions involving a range of diverse groups including asylum seekers, LGB&T, dementia, mental health, visually impaired, physically impaired, Muslims, sex workers
- Range of films for front line staff – victims telling their story, disability Hate Crime, working on a general Hate Crime film
- Hate Crime Champions – community members trained to recognize the signs of Hate Crime and to support people in reporting incidents – initial focus on disability (carers), moving onto LGB&T (Hart Gables)

2.38 Third Party Reporting Centres have been set up and Cleveland wide standards have been introduced including:

- Multi agency group chaired by PCC Office
- Cross Cleveland logo and reporting form
- Cross Cleveland standards
- Multi agency training for all TPRCs

- Volunteers quality checking venues
- Information on PCC website



2.39 This Cleveland wide logo was developed to foster consistency and build the ethos of zero tolerance towards hate related incidents and crimes.

2.40 Public Awareness activities have included:

- Community Safety Roadshows – OPCC stands at a variety of community events including Stockton EID Fusion and Middlesbrough Mela. Promoting Hate Crime reporting
- Awareness Raising Events– Hart Gables IDAHOBIT Equality Climb, Orlando Vigil, Transgender Day of Remembrance
- Poster campaigns, social media

### **Support for Victims**

- Victim Care and Advice Service contact all hate crime and hate incident victims
- Referrals to specialist services are made where appropriate – Hart Gables, Trans Aware
- Victim focus groups – enable us to better understand victim needs and how the victim journey through the criminal justice process can be improved

### **Race/ Religion Hate Crime**

- Show Racism the Red Card (£20,000 funding pa)
  - Anti-racism educational sessions in Primary and Secondary schools
  - Teacher training events
  - Football club involvement
  - World Cup posters
- Media Culture CIC (£10,000 funding pa)
  - Islamophobia/community cohesion teacher training for secondary schools including educational package

### **Homophobic & Transphobic Hate Crime**

- Reporting Hate Crime booklets:
  - Joint project with Police, Hart Gables and CPS
  - Details what will happen through the Criminal Justice process – encouraging reporting
- Trans Aware
  - Funded Trans Aware to deliver trans awareness sessions with National Citizen Service participants (16/17 years).

- Trans Awareness film produced by NCS students
- Hart Gables
- IDAHOBIT, Orlando Vigil, Tees Valley LGB&T Network

### **Disability Hate Crime**

- Disability Hate Crime Awareness film:
  - Engagement with learning disability group
  - Involvement of bus companies
- Everyone Matters
  - Range of disability groups involved in Cultural Awareness sessions
  - Dementia Friends
  - Programme of work across Cleveland Police focusing on dementia awareness

### **Feedback from Third Party Reporting Centres (TPRCs)**

2.41 As part of the review TPRCs were asked to provide any comments that would be relevant for the review including how well the TPRC process was working, how victims knew about TPRCs and how victims were presenting. The following response has been received from Stockton Central Library.

*It is fair to say that there are very low levels of hate crime reported to the Library specifically. I would doubt that the Community know that this is a place of reporting although I appreciate we are on all of the materials as places to report.*

*We are made aware of concerns more if staff notice that there is an issue -we have been involved in situations where inappropriate language has been used and more recently had an incident relating to a gentleman who has Learning Disabilities that was being targeted by youths who followed him to the Library. This was reported to the Police and during a discussion with staff at that site the next day. I advised them to ring the Police and have it reported as Hate Crime.*

*The building up of relationships is important to encourage reporting – within our area we build relations with people on a daily basis and it is often once this happens that people recount things to you. It's very hard for people to disclose things to strangers or sometimes people they see are in authority depending on previous experiences.*

*Personally I feel that there needs to be more training of staff particularly front line in relation to dealing with and recognising Hate Crime giving them the tools to be able to challenge inappropriate attitude from customers appertaining to hate and that they will be supported by their managers in taking appropriate steps to deal with unacceptable behaviour. I also feel this is something that should be delivered rather than on an electronic platform.*

*Most people within the Community tend to shy away from reporting/challenging situations as they feel it leads to more confrontation.*

### **Voluntary and Community Sector Involvement**

2.42 The Committee received a presentation from James Hadman (Catalyst) setting out the role of the independent charity which supported the Voluntary, Community and Social Enterprise Sector in the Stockton Borough.



2.43 With regard to Hate Crime practical support included the following:

- The role of Catalyst was to act as a strategic focus on Hate Crime and other issues whilst acknowledging specialism in other agencies
- It was highlighted that Catalyst supported organisations and not individuals
- Hate Crime was discussed at some Forums such as Multicultural, LGBT, Disability, however more time was spent on other issues
- Issues surrounding Hate Crime were sometimes highlighted during 1:1 'relationship' meetings with organisations – catalyst always strongly encouraged reporting any incident of Hate Crime
- Training/awareness raising messages were often shared via eBulletin/social media
- Large scale events such as Catalyst Conference for Awareness Raising
- Direct and strong relationships with both Cleveland Police and SBC Community Safety
- Disseminate Cleveland Safer Communities Network information via Middlesbrough Voluntary Development Agency

2.44 Hate Crime - Strategic support included representing the VCSE Sector in Stockton on the following bodies:

- Safer Stockton Partnership
- Stockton Multi-Agency Hate Crime Group
- Stockton Migration Partnership
- Tees-wide Safeguarding Adults Board
- Stockton Local Safeguarding Children Board

2.45 Future work planned included the following:

- Training Workshop on Catalysts VCSE Centre of Excellence Programme
- There were plans for Catalyst to become a Hate Crime Reporting Centre and to encourage other community venues to follow
- Catalyst Conference – 2nd November 2018 – Awareness Raising and workshop

### **Victim Care and Advice Service**

2.46 Dave Mead (Victim Care and Advice Service (VCAS)) explained to Committee Members that VCAS was a commissioned service providing an independent, confidential service irrespective of the crime type. The service worked hard to build confidence and trust within hard to reach groups and provided “hands on” support throughout the whole victim journey. There were six care officers operating across Cleveland and two operating within Stockton. The care officers reviewed all crime data seeking out vulnerabilities and making contact with victims.

2.47 Dave Mead felt that the service was not as effective in engaging with victims of Hate Crime where incidents were part of the night time economy and that there seemed to be an acceptance of Hate Crime in this environment. It was however felt that the service was more effective in working within neighbourhoods and communities. It was pointed out to the Committee that victims of Hate Crime were from a range of protected groups but that the perpetrators were usually from the same group (often young people). Working with the groups of perpetrators was key to tackling Hate Crime. Myth busting was used and restorative justice approaches had been particularly effective, especially post sentence. Bringing the harmed and the harmer together was extremely powerful.

2.48 The Committee heard two anonymised case studies of Hate Crime and the devastating impact this had had on the victims and their children and also how the support they received had helped them to regain confidence and feel valued. It was explained that

the victims in the case studies would welcome the opportunity to share their experiences direct with Members of the Select Committee.

2.49 The main issues discussed were as follows:

- Victims did not require a huge amount of support; being shown acts of kindness, given a voice and feeling valued were key
- The priority given by the Police and Crime Commissioner and Cleveland Police was recognised; in particular the employment of two dedicated Hate Crime Investigators
- In contrast to the national report released that day, citing poor response times from the Police nationally, Dave Mead advised that VCAS had not experienced the same problem in Cleveland and that VCAS only had cause to complain to the Police about lack of action on three to four occasions in the last three years
- VCAS tended to contact victims a couple of days after an incident when victims would be more receptive to support however if required could respond immediately
- VCAS worked closely with the Regional Refugee Forum to identify community champions to help VCAS work with victims and provided help with translation. In 95% of cases someone in the community was able to help and the Service relied heavily on these community champions as a “segway”
- Some victims of Hate Crime were to participate in mystery shopping exercises at Hate Crime Reporting Centres, this was to ensure that the staff at those centres were equipped to give the correct help and information to victims of Hate Crime
- VCAS received direct referrals from Head teachers. Awareness raising in schools was important

2.50 Members also took advantage of the opportunity to go out with Stockton’s Case Officers to meet victims of crime.

### **Restorative Justice**

2.51 Restorative Justice is the communication between someone who has been harmed (victim) and the person who has harmed them (offender). This communication can be in the form of a meeting between both parties with a trained facilitator, a letter or by messages/questions passed through a facilitator.

2.52 There are three levels of Restorative Justice, all following the same principles:

#### *Level 1 - Street’ or ‘instant’ Restorative Justice*

2.53 If someone is a victim of a low level offence (such as criminal damage, theft or common assault) and the offender doesn’t have any recent convictions for a similar offence, then when the police officer is investigating the incident, they may ask if the victim if they would like to deal with the incident by Restorative Justice. Remedies can include:

- Apology - face to face or letter
- Level 2 Restorative Justice – Restorative Justice conference
- Engagement with parents – involving a young offender’s parents to agree an appropriate outcome for future behaviours
- Reparation – repairing damage caused or participating in a community scheme to conduct some form of community work
- Monetary Compensation – where financial loss is experienced
- Victim Awareness Course – with the aim to educate the offender around the impact of crime on victims to look to reduce reoffending
- Mediation – family disputes or neighbour disputes which have led to the incident could benefit from mediation

- Drug/Alcohol referral – If the offender has committed the crime/ASB due to alcohol or drug issues, a victim can opt to send them to a session to look to help them with these issues
- Fairbridge Programme – The Prince's Trust deliver this programme for 16-25 year olds who aren't in full time employment or education with the aim to develop the offender's skills to divert them away from crime and into education or employment.

2.54 It is important that the victim is completely happy with this method of disposal, and their voice is heard in the decision as to what intervention is to be completed. It is also important that the offender is able to fulfil the intervention, so if the officer thinks they are unable to, they may ask the victim to choose another intervention.

#### *Level 2 – Alternative or in addition to Criminal Justice process*

2.55 Level 2 is a more in depth intervention, whereby the victim and offender have the opportunity to meet, with a trained facilitator, whereby they can discuss what happened and the effects. This can be used by police officers where the typical 'level 1' resolution could not take place immediately for whatever reason or to tackle more serious or persistent matters that have a clear impact on communities.

#### *Level 3 – Post Sentence*

2.56 This type of Restorative Justice works post-sentence with more serious offences and offenders and can be undertaken whilst offenders are in prison. Cases may be complex and sensitive and offenders may be prolific, monitored by integrated offender management teams and deemed at risk of continued offending.

2.57 Some of the benefits of Restorative Justice for victims include:

- Getting answers
- Feeling safe again
- Regaining control and closure
- Feeling empowered
- Regaining confidence
- Gaining the confidence to put it behind them and move forward

2.58 Along with the many benefits to victims, Restorative Justice can also have a positive impact on offenders. Studies show that offenders who meet their victims are 41% less likely to commit crime again in the future, which means fewer victims in the future.

### **Support Organisations**

2.59 The Select Committee took evidence from the following organisations who provided support to victims from groups with protected characteristics:

#### **Beth Miller - Diocese of Durham**

2.60 Beth commented that her experience of Hate Crime within the Diocese tended to be religious name calling which meant that Church members did not feel comfortable when discussing religion outside of the confines of the Church. She felt that this sort of behaviour would not be tolerated for other faiths and was not acceptable. She felt that people had somehow become accustomed to this type of behaviour – i.e. berating Salvation Army members, or parishioners making home visits, and that tackling this issue was therefore difficult. Asylum Seekers who had converted to Christianity had also received similar negative comments and members recalled incidents of people from the transgender community also experiencing derogatory comments and rudeness.

## **Liam Twizell - REACH Project**

2.61 Liam informed members of the difficulty suffered by parents, carers and disabled people and the lack of awareness of Hate Crime. He felt that disabled people were not altogether familiar with the Criminal Justice system and how to report Hate Crimes. Cleveland Police had done a lot of work around the issue although they only operated a 9am to 5pm service for reporting such incidents. Therefore, it was a concern that this might detract people from attempting to report such crimes. It was noted that the Council also had trained staff who could receive and deal with reports of Hate Crime, although it was felt there was little awareness of this.

2.62 Reference was also made to the availability of Safe Place Schemes which, although not set up to deal with the reporting of crimes, were an enhanced customer services support facility provided Tees wide to make people feel safe. Again, it was felt knowledge of these facilities, particularly amongst young people was minimal.

## **Ruth Benson – SNAPS**

2.63 Ruth commented that the families involved with SNAPS experienced a lack of tolerance from some members of the public showing no understanding for parents and carers with children with disabilities or learning difficulties. People criticising families when a disabled person or someone with learning difficulties presented was unacceptable.

## **Jean Kirby – Over 50s Forum**

2.64 Jean advised that in preparing for the Select Committee meeting, she had asked Forum members if they had experienced Hate Crime and she had not received any responses. She believed that the older generation would be afraid to speak up and would not know where to go for help. She also felt that a lot of older people felt intimidated by groups of young people and their conversations.

## **Euphrasia Makaure – One Community Link (OCL)**

2.65 OCL was formed in August 2016, and was now a registered charity working predominantly with ethnic minority communities from Africa, Asia, Europe, South America and Arabic countries. Their first project was about tackling Hate Crime, focusing on awareness of Hate Crime, how to report, third party reporting and building confidence among Black, Asian, Minority Ethnic and Refugees in understanding their rights. The group provided a safe place to share experiences of Hate Crime and understanding the five strands of Hate Crime.

2.66 During sessions on Hate Crime the organisation had taken advantage of interpreters so that people had a clear understanding of the subject and would be able to share their experiences.

The biggest barriers for OCL clients in seeking support had been language and, as a result, the organisation had funded basic English lessons. Other barriers included:

- Ignorance
- Fear that they would be reported to the Home Office and it would affect their asylum case
- Cultural shock
- Their previous background about police / negative experience with the police in their home country
- Lack of understanding of the UK system
- Accent barriers

- If they complain about Hate Crime they think the Government will deport them to their country
- They have big and complicated issues to focus on rather than Hate Crime

### **Paul Christon - Middlesbrough and Stockton Mind**

2.67 Middlesbrough and Stockton Mind were a leading local charity providing confidential services for people experiencing emotional or mental health problems and their families. Established in 1995, the group provide information and activities for people in the community experiencing mental health difficulties.

2.68 Each year they work with over 6000 people to improve their mental health and employ over 100 paid staff members and each year over 100 people support them by volunteering.

2.69 Middlesbrough and Stockton Mind were based in Yarm Road and had a Third Party Reporting Centre in Middlesbrough. One Hate Crime incident had been reported which had been racially motivated. However, it often became evident working with clients, that historical incidents of Hate Crime were a trigger for poor mental health. Paul felt that there were a need to do more awareness raising with staff to understand what Hate Crime was and its impact on mental health. The organisation signposted clients to help and support and a lot of emphasis was placed on self-help and prevention.

### **Ellie Lowther – Transaware**

2.70 Transaware were the first gender identity specific charity in the North East. They offered a bespoke service, free of charge to faith and community groups and provided training and awareness raising to business, schools and organisations. All staff were volunteers and the charity was fully funded by paid for work. Transaware also had a safe living space for those at risk of homelessness or not accepted in their home environment.

2.71 The charity had delivered awareness sessions to over 100 organisations and the National Citizens Service to 300 young people over the last two years. 39 sessions had been delivered over the summer and next year sessions were planned with two national companies and support in prisons.

2.72 The organisation had supported three people to report in the last month.

2.73 Ellie felt that the culture of organisations prevented people reporting transphobic Hate Crime and that discrimination was widely experienced (this included shops, housing associations and GP surgeries).

**Hart Gables and A Way Out** provided written feedback following the meeting.

2.74 Participants provided the following feedback around key questions during workshop discussion:

### **What do we need to do more of?**

#### *Educate*

- Educate and raise awareness of what “hate” is; make sure the message is understood
- Recognition of invisible disabilities
- Provide clear and simple information of where to go to? Telephone numbers? What level is acceptable? Stress that reports can be anonymous

- More awareness that it's a crime and that all groups can experience Hate Crime
- Stockton News is a good platform to raise awareness with older people
- More awareness of groups with protected characteristics
- Awareness raising with support staff, volunteers
- More positive information on Social Media
- Increased awareness around young women with additional needs (learning disabilities/difficulties). Sometimes they can be perceived as challenging when often their learning disability or difficulty can make it harder for them to communicate – choosing an appropriate method of communication is essential
- Educate to reduce stigma and prejudice
- Targeted work should be undertaken in schools
- Increase understanding that some young women can present with undiagnosed additional needs and how this may manifest itself
- 'Ignorant, not hateful' – too many people are let off with hate incidents because they are deemed as just being ignorant. There needs to be a clear distinction between a person who has simply got it wrong and apologising to a person being overtly transphobic/homophobic or biphobic
- Improve understanding around what constitutes a Hate Crime and who has the right to be kept safe in law
- Lack of awareness around common factors about on street sex working where most of the women report experiencing trauma, harm and abuse from an early age as a child which has continued throughout their life

### *Support*

- Other people to act as advocates
- Consider what a victim might want? For someone to understand what the impact of a perpetrator's words/ actions have had
- Creating a platform for Home office workers to discuss problems
- Creating a platform for Police to relate more to communities
- Surgeries to provide support
- Encourage and support many organisations to become third party reporting centres
- Offer more consultation to young women with additional needs and opportunities around co-design and production and seek to gather their views and feedback
- Easy accessible routes to report and record Hate Crime
- Increase trust to help improve reporting rates
- Report back in a timely manner around outcomes and actions and reasons behind them – "you said and we did"
- Too few services that practice and understand trauma and how this has impacted upon the client and informs their behaviour
- Take the service to where the clients are stood to better understand how their environment impacts upon them and enable the service to engage with some of the most marginalised, isolated and vulnerable people in the area
- Ensure that the voices of the clients are able to be heard, understood and are actioned

### *Challenges*

- Partnership organisations need to challenge each other and work together
- People need to make a stand for what is right
- Tougher response to Hate Crime from ALL services, including schools and a promotion of those tough responses
- Training community champions in every ethnicity
- Ensure that HR policies deal with the issue properly; staff need to know what is acceptable/ appropriate behaviour even outside of work

- Crimes against sex workers are not classified as Hate Crimes
- Not all incidents are ultimately designated as Hate Crimes

### **What Has Been The Biggest Barrier For Your Clients in Seeking Support?**

- Not recognising it as Hate Crime; people don't always see themselves as a victim
- Other priorities in their lives at that time; sometimes it is easier to ignore it instead
- Fear of repercussions/ being outed
- Embarrassment – victims can internalise and feel shame instead
- Worried about the judgement, stigma and prejudice
- Some agencies don't take the issue seriously; victims feel it would be just dismissed
- Not wanting to waste police time
- Scared to report repeat offences because it happens to them so often
- Victims don't know how to report it
- Organisations don't understand or follow the Public Sector Equality Duty
- Public attitudes and lack of respect
- Not having the confidence to report
- Mistrust in the Police or other services
- Thinking that there is no way out, that they deserve this treatment
- Young women with additional needs may not recognise and be aware that they need additional support – e.g. may not recognise that they are being exploited or groomed on-line as not aware of what this may look like and hence unaware of what to report and where
- Support services offering a one size fits all and not bespoke enough to work with clients with complex needs
- Three strikes and you are out approach – not allowing for a client with complex needs to fall into crisis, struggle to engage and then are struck off – barrier to going back and asking for help again
- Client not feel listened to and understood, not meet basic needs

### **What are the biggest challenges in tackling this issue?**

- Negative Press both nationally and locally
- Social Media, particularly comments around benefit changes
- Getting the right message across
- Communication methods
- Difficulties with the term "hate"
- Lack of respect in communities
- Breaking down false perceptions/ attitudes; we need a wider understanding
- Conflicts within communities
- Bringing together different religions, we need to build bridges
- Re-educating the older community
- Educating victims that it's not the norm or acceptable (but still have to accept people's choice not to report)
- That there are consequences of taking action
- Changing mind sets
- Awareness of Safe Scheme Centres
- Education of offenders to highlight the impact on the victim; they may not be aware they have committed at Hate Crime
- Unlike racism, homophobic, transphobic and biphobic incidents are not crimes in themselves unless another crime is attached to them, therefore they are very difficult to evidence, particularly if the offender isn't known
- Online and cyber abuse – main arena for inciting hate, but so very difficult to police

## **Any Positive Work / Best Practice That is Happening in Relation to Hate?**

- Police Hate Crime Unit
- Being talked about more openly
- Working with perpetrators without judging them
- Community Cohesion Officers
- Building on positive experiences of policing
- Staff are being trained more in awareness of Hate Crime
- Hate Crime Awareness Week
- Review of Hate Crimes at monthly multi-agency meetings

## **Work in Schools**

### **Aims and Objectives**

- To increase awareness in schools and colleges on what is Hate Crime
- To provide an understanding to young people the impact Hate Crime has on people
- A serious form of Bullying
- Provide young people with an opportunity to question their own behaviour and actions
- To know how and where they can report Hate

### **Positive progression around work in schools**

2.75 Multi-Agency Response with a combination of resources available to respond

2.76 Over 1,800 young people engaged with sessions around Hate from February – October 2018

2.77 Newly Introduced Policies:

Prejudice Driven Behaviour – includes a formal approach to reporting incidents (October 2018)

Trans Inclusion Policy and Guidance – first of its kind for the Tees area (July 2018)

Re-launch of Community Tension Monitoring Forms

2.78 PCC Funded Sessions offered to schools to further raise awareness

PCC DVD to encourage understanding of Disability Hate in Primary Schools (piloted in Norton Primary)

Media Culture CIC shared training resources that promotes consistency in delivery

### **Sessions offered to Schools**

#### ***SBC/ Police School Liaison/PCSO***

Assemblies

Awareness of hate and reporting

Impact of hate for victims

#### ***Early Intervention Co-ordinator***

Bespoke three part intervention around hate for young people

#### ***Media Culture CIC (PCC funded)***

Promotes cohesion and provides an understanding of radicalisation



## **Show Racism the Red Card**

Free Anti-Racism Sessions for schools

Show Racism the Red Card was particularly powerful because children identified with footballers as role models

### **Challenges to Raising Awareness of Hate in Schools**

- Lack of intelligence led approach – more reactive than proactive
- Lack of information coming from Schools – PDB & Community Tension Monitoring
- Not all schools take up what is offered – increases lack of consistency
- Confusing to schools who delivers and contact points for each

2.79 Schools work was considered to be one of the most important aspects of work in tackling this national issue as the focus was on changing behaviours.

2.80 Police school liaison work had initially been based on a RAG system which applied an algorithm to identify schools needing most input, however, work had now been extended to all schools. Some schools chose not to use the services of the police and could run their own programmes. However, the police get involved when a matter is serious or parents are not happy with the school's response.

2.81 Feedback from schools had been extremely positive following the sessions and efforts were always made to learn from best practice elsewhere. The Police were seeking to increase dialogue with schools. Schools that took advantage programmes, were able to demonstrate to Ofsted that they were working to tackle the issue.

2.82 Schools work was continually evolving and developing and included:

- Real life stories (from the newly appointed Hate Crime Officers)
- Safeguarding issues
- The digital footprint
- The effects of crime
- Lesson plans
- Special Point of Contact in every school in Cleveland
- Universal packages
- Bespoke 1:1 support packages (but this need to have parental consent)
- Dialogue with parents
- The golden thread of all work was about healthy relationships

2.83 Sgt Brian McCarthy, Communities and Participation Team, Cleveland Police, commented that he felt that Stockton Council were the most proactive Council in Cleveland at holding the Police to account via the Hate Crime Group and commended the Council for the programme of events they had run for Hate Crime Awareness Week.

## **Show Racism the Red Card**

2.84 Show Racism the Red Card is the UK's leading anti-racism educational charity. They provide educational workshops, training sessions, multimedia packages, and a whole host of other resources, all with the purpose of tackling racism in society. Established in January 1996, the organisation utilises the high-profile status of football and football players to publicise its message. Across Britain, Show Racism the Red Card delivers training to more than 50,000 individuals per year. Work involves:

- School Workshops

- Club Events
- School Competition
- Adult Education including Teacher Training
- Advocacy
- Targeted Interventions

2.85 Funding sources include:

- Local Authorities
- Trade unions (including the PFA)
- Direct school bookings
- Central government (project specific)
- Police and Crime Commissioners
- Donations/ sponsorship

### *Approach to Education*

2.86 Show Racism the Red Card provide the opportunity for young people to discuss issues in a safe and non-judgmental environment where self-discovery and the importance of thinking, as opposed to being told what to think, are valued.

2.87 Funded by the Cleveland Police and Crime Commissioner, 2651 children have attended Show Racism the Red Card workshops.

2.88 Stockton Borough Council carried out a number of activities and events to support the 'Wear Red' campaign:

- Elected members and Council staff contributed to the fund raising programme, bake sales, raffles and donation points in a number of Council buildings raising over £1000
- A number local business in the town centre supported the programme with donations
- Local Primary and Secondary Schools got involved in the programme and their social media sites
- Photographs and videos have been shared on the Council's social media channels using the #WRD18 hashtag
- Promoted the 'Wear Red campaign' to the 'Taxi Trade' companies through the taxi trade meeting also the 'Stockton Hacky Trade' representative promoted the campaign and raised over £100
- Stockton Mosques in the borough supported the campaign at Friday payers and raised £100
- Links made to 'Show Racism the Red Card' website, highlighting Stockton council good practice. <https://www.theredcard.org/news/2018/8/15/iconic-venues-across-the-uk-agree-to-be-lit-red-to-support-wear-red-day-2018>

### **Social Media**

2.89 A recent study, published in February 2018, found that there is a correlation between increased Facebook use and real-life attacks on refugees in Germany.

2.90 Researchers at the University of Warwick studied attacks in Germany across a two-year period and discovered that towns with an above-average use of Facebook experienced more violence against refugees. The study, *Fanning the Flames of Hate: Social Media and Hate Crime*, used Facebook data to investigate the link between anti-refugee sentiment on the social network and hate crime. The trend was not attributed to general internet use, but rather specifically the use of Facebook, where racist vitriol is stoked within groups on the platform.

2.91 Exposure to such anti-refugee sentiment had a causal effect on violence, the study suggests: "Our results suggest that social media can act as a propagation mechanism between online hate speech and real-life violent crime."

2.92 The study concludes that more research is needed to demonstrate effective ways to tackle online hate speech: "By quantifying the extent of the problem, our paper aims to make a first step towards identifying potential harm arising from extended social media usage."

### **Staff Survey**

2.93 A survey of Stockton Borough Council Staff took place during the review to assess awareness of hate crime. Although a somewhat disappointing response rate, the feedback was consistent with other comments during the review. 56 staff responded to the survey. Key findings were:

- 93% of respondents felt that they understood what hate crime was
- Only 37% said they would know how to report a hate crime
- 16% were a victim or knew someone who had been a victim of hate crime (1 religion/belief; 1 sexual orientation; 1 disabled; 5 racial) and only two of these instances were reported and respondents felt that the response was not satisfactory
- Reasons for not reporting included acceptance, fear or retaliation and feelings that nothing would be done
- Ideas for communicating with members of the public about hate crime included:
  - Better information and constant public messages through all media
  - Front page link on SBC website
  - Stockton News articles
  - Challenge
  - Social media
  - Education, understanding, respect and tolerance
  - Through schools and community groups
  - Through local community newsletters that show case studies of real stories that members of the public can relate to
  - Direct Reporting contact number
  - To get a well-known public figure to talk about it
  - To dispel untruths

## **3.0 Key Findings and Conclusions**

3.1 Key findings indicate that:

- The number of hate crimes and incidents are on the increase, nationally and locally
- In Stockton the increase has been slower (+16.3%) than nationally (+29%)
- Over the past five years, reported offences in Stockton have doubled
- The true extent of hate crime within communities is not known due to significant under-reporting
- Hate Crime accounts for less than 2% of all recorded crime in Stockton Borough
- Tackling hate crime remains a high priority for Safer Stockton Partnership and in the Police and Crime Plan
- Reported offences with a racial element account for the majority of crimes, followed by sexual orientation. Other types of hate crime remain very low especially in relation to disability and LGBT communities
- There is a general lack of public awareness and understanding about hate crime

- The Police and Crime Commissioner has invested significant resource into tackling this issue, including dedicated Hate Crime Investigators and support for the Victim Care and Advice Service
- The Stockton Hate Crime Group is unique to Cleveland and includes an open session which covers general topics and trends, followed by a closed session where all Hate Crime incidents and crimes are reviewed and discussed
- Reporting through Third Party Reporting Centres remains extremely low
- There are significant barriers to reporting including lack of understanding and confidence in the “system”
- Social media provides a platform for hate speech and recent research in February 2018 suggests that there is a direct link between the prevalence of social networks – specifically Facebook - and hate crime
- Research shows that the majority of victims want restorative justice and studies suggest a restorative approach makes offenders less likely to reoffend
- A wide range of voluntary and community based organisations provide support and advice
- Work in schools is one of the most important ways to tackle the issue as the focus was on changing behaviours. However, education and awareness programme within schools are not mandatory

## Conclusion

3.2 The Select Committee recognise the valuable work that is taking place in Stockton and across Cleveland. However the review has reinforced the significant barriers to and levels of under reporting of Hate Crime incidents despite a rise nationally and locally. Case studies provide a human face to accompany the stark statistics and reveal the lasting physical and emotional damage experienced by victims. The recommendations are seeking to build on the foundations that are in place to tackle this serious issue and engage proactively with communities.

## Recommendations

(1) That the Stockton Hate Crime Group be recommended to incorporate the following actions into the Hate Crime Action Plan:

(a) targeted awareness raising and promotion of the support available for:

- groups with protected characteristics (in particular disability, LGBT)
- frontline staff
- younger men
- schools, colleges and universities

(b) encouraging reporting through:

- greater publicity for successful prosecutions
- the development of an on-line form, which would enable users to report hate crime from any location
- reviewing the role and profile of Third Party Reporting Centres in conjunction with the Office of the Police and Crime Commissioner
- working towards reducing the barriers to reporting

(c) recruiting and developing capacity of community advocates;

(d) continuing to scrutinise hate crime incidents and their classifications;

- (e) reviewing the impact of the Prejudice Driven Behaviour Policy and Trans-Inclusion Policy and Guidance for schools in 12 months;
  - (f) continue to review the membership of the Stockton Hate Crime Group to ensure representation from all key stakeholders and groups.
- (2) That Stockton schools be encouraged to take advantage of the range of awareness raising and support packages available.
  - (3) That the Council continue to recognise and support the important work of Show Racism the Red Card.
  - (4) That a letter be sent to Stockton MPs to seek their support in calling for further research into how best to tackle online hate speech.

## **GLOSSARY**

LBGT	Lesbian, bi-sexual, gay and trans
BME	Black and Minority Ethnic
TPRC	Third Party Reporting Centres
SBC	Stockton on Tees Borough Council
VCAS	Victim Care and Advice Service
PCC	Police and Crime Commissioner
OPCC	Office of the Police and Crime Commissioner
VCSE	Voluntary, Community and Social Enterprise Centre
YOS	Youth Offending Service
CRC	Crime Research Centre
NPS	National Probation Service
IDAHOBIT	International Day against Homophobia, Transphobia and Biphobia
CPS	Crown Prosecution Service
OCL	One Community Link
PCSO	Police and Community Support Officer
PDB	prejudice driven behaviour
RAG	Red, Amber, Green
PFA	Professional Footballers Association