

BRADFORD DISTRICT

# HATE CRIME STRATEGY

2021-2024



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# FOREWORDS

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Bradford is a young, diverse, and welcoming city. A City of Sanctuary, that is a home to people from many backgrounds, cultures, languages and faiths. A place that should feel safe and free of all forms of hate crime.

The impact of hate crime can be devastating for victims and their families. It can also have the potential to divide and damage communities.

Like many others places across the UK, we have faced national and international challenges such as a divisive Brexit period, Black Lives Matter, and the COVID-19 pandemic which have had an impact on hate crime in our District. Despite the challenges, we will continue to work closely with our partners to ensure we provide a safe place for our citizens, educate people to challenge attitudes and behaviours, provide easy and safe methods of reporting hate crime and good victim support services.

In preparation for our new Hate Crime Strategy, we have reached out and listened to members of our District in order to help us set out our hate crime priorities for the next three years.

We will continue to work hard to build community cohesion, improve equality, reduce isolation, support vulnerable members of our society, and increase trust in authority. We will ensure that our residents feel safe, and our District is a welcoming place for all visitors.

**Cllr Abdul Jabar**  
**Safer and Stronger**  
**Communities**  
**Portfolio Holder**



**“ We have  
reached out  
and listened to  
members of our  
District ”**

Bradford is truly a District of diversity, be that geographically, politically or culturally, and it is this diversity which makes the District such a rewarding place to live, to work, and to play. Diversity is what makes us different, and our diversity makes us collectively stronger. However, sadly, it also provides an environment for prejudice and hatred to thrive; for individuals to be targeted solely because of their own differences. I won't allow this to happen unchallenged.

My role as the senior police officer in Bradford is to work with all partners and communities to build and support inclusive and safe localities which are tolerant and respectful to each other, regardless of gender, culture, race, religion, sexual orientation, disability or any other defining factor.

The Organisation I work for is guided by a Code of Ethics which is underpinned by the key principles of fairness, respect, honesty and accountability to the people we serve. We take seriously our responsibility to

investigate crimes of hate; identifying and educating offenders through both punitive and restorative processes.

We also safeguard victims and work with agencies such as Restorative Solutions and Victim Support to protect those who have experienced crime of hate.

I take these responsibilities seriously and recognise the importance of working with both communities and partners to build confidence in the Police response.

**Chief Superintendent**  
**Dan Greenwood**  
**District Commander;**  
**Bradford**



As the chair of Bradford Hate Crime Alliance, I feel that we all have a duty to rid ourselves of the nasty and pernicious element within our society that is hate crime. There are those in our community whose voices are silent, who feel there is no other way than to accept the treatment and hate directed towards them and their families, friends and communities. We all need to have a sense of belonging, we all need to feel safe.

Those who commit hate crimes also attack the fundamental values that underpin our diverse society, values of acceptance and respect for others.

The UK has one of the strongest legislative frameworks to tackle hate crime in the world. However, legislation can only ever be part of the solution. We must create

an environment where people have the confidence to come forward, the police are equipped to effectively deal with these crimes, victims are properly supported, and perpetrators are brought to justice. We must tackle the attitudes and beliefs that drive these crimes to truly create a society where we can all live, work and play together.

**Martin Baines**  
**Bradford Hate Crime Alliance**



# BRADFORD DISTRICT SHARED VALUES

**WE PROTECT**

each other and the world we share so that everybody can be happy, healthy and safe

**WE SHARE**

ideas, resources, knowledge and skills as well as our challenges and opportunities

**WE RESPECT**

ourselves, each other and our communities

**WE CARE**

for each other and treat each other with kindness

# INTRODUCTION

The Hate Crime Strategy 2021 - 2024 is the third to be produced by Bradford Council and its partners. The aim of the strategy is to provide focus, generate discussion, stimulate the production of tangible action plans and highlight Bradford's approach to addressing hate crime across the district.

In order to produce this document, focus groups and consultation exercises were run with groups representing the protected characteristics (as identified by the Equalities Act 2010). For the first time, this also included a focus on misogyny in recognition of the rise in this form of abuse against women and calls for sex and gender to be recognised as a protected characteristic for hate crime. Women in this group discussed their sense of a lack of safety, the normalisation of misogynistic behaviours and the need for specific awareness raising.

Across the focus groups, people were asked to share their experiences of hate crime, their experiences and decisions around reporting, their views on how to make people across Bradford District feel safe from hate crime, their ideas around promoting cohesive communities, and key priority areas for the 2021-2024 strategy. The groups were audio recorded with consent, and analysed thematically at an aggregate level in order to generate priority areas for the next three years. The thematic areas are also in accordance with national priorities, as set out by the Government's 'Action against Hate' - which was published in 2016.

The Cambridge Dictionary defines misogyny as:

“feelings of hating women, or the belief that men are much better than women”

The areas of focus, with associated action points, are:

- **Preventing hate crime**
- **Increasing the reporting of hate crime**
- **Responding to and building an understanding of hate crime across communities**
- **Improving support for the victims of hate crime**

People in the focus groups discussed a lack of awareness and understanding across the district about what constitutes hate crime, a lack of understanding about when actions cross the threshold of abuse, and what their reporting options are. Many participants discussed a lack of belief that 'anything could be done' once a hate crime had occurred, but agreed that education and integration were useful prevention strategies, and this needed to stretch far and wide; across communities, services and sectors, from children to older adults. Specific forms of abuse and hate crime were discussed including 'mate crime', people being 'ableist' (discrimination against disabled people) and trans-phobic abuse.

In preparing this document, the extent that previous actions and recommendations had been achieved were considered. There was also a focus on attending to the 'root cause' of behaviour, working not only at a deterrence level but also a rehabilitation level, trying to understand what fuels and causes hate crime, and, in turn, how to prevent the cycle continuing. This is both at a systemic and individual level. Further consultation with communities underpinned the importance of 'winning hearts and minds' in eliciting long lasting behavioural change, drawing on theories on intrinsic motivation (Ryan & Deci, 2000)\*, that indicate that people's behaviour will only change if they really, truly want it to. To this end, the strategy tries to encompass concepts such as 'walk a mile in my shoes' in order to humanise the experience of hate crime and encourage others to understand 'what it's like to be me', focusing on the impact of hate crime.

\* Ryan, R. M., & Deci, E. L. (2000). Self-determination theory and the facilitation of intrinsic motivation, social development, and well-being. *American psychologist*, 55(1), 68.



**The Strategic Hate Crime Management Group (SMG)** was established by Bradford Council to lead the implementation of the hate crime strategy and to support and manage the work of Bradford Hate Crime Alliance. The group acts as the critical friend to the strategic objectives of the hate crime strategy and is a sounding board for addressing hate crime across the district. The SMG consists of partners from across the district including, Police, Bradford Hate Crime Alliance, Bradford Council, Victim Support, Restorative Practice team as well as departmental representatives from Bradford Council.

**Bradford Hate Crime Alliance** is commissioned to undertake specific work relating to the strategy including the establishment of Hate Crime Reporting Centres, training and developing the staff of hate crime reporting centres, responding to hate crime incidents, establishing and embedding the hate crime web app, providing advice and guidance to victims of hate crime, and identifying ways in which hate crimes can be better reported.

**The Hate Crime Case Management Group** has been developed to support approaches to addressing hate crime with victims on occasions attending and presenting their issues. The group is a partnership made up of key agencies from across the district.

**Bradford Community Support Team**, part of Bradford Hate Crime Alliance, supports those at risk of radicalisation to move on and engage in life in a fuller, more balanced way. Providing a safeguarding and educational role, working alongside local statutory and non-statutory organisations and supported by the Home Office.



We have all seen the results of such hatred in the violent terrorist events witnessed in parts of this country and around the world resulting in the loss of innocent lives, and the devastating effects of these events on those left behind.

We must ensure that this strategy contributes towards initiatives that aim to protect our communities from such extreme hatred, and in doing so puts particular emphasis on safeguarding our young people from the process of radicalisation into all forms of extremism.



# WHAT IS HATE CRIME?



## Association of Police Officers and Crown prosecution Service:

Any criminal offence which is perceived by the victim or any other person, to be motivated by hostility or prejudice based on a person's race or perceived race; religion or perceived religion; sexual orientation or perceived sexual orientation; disability or perceived disability and any crime motivated by hostility or prejudice against a person who is transgender or perceived to be transgender.

Hate Crime is any criminal offence or anti-social incident that is motivated by hostility or prejudice based upon the victim's: disability, race, religion or belief, sexual orientation or transgender identity. Hate crime can take many forms including: physical attacks such as physical assault, damage to property, offensive graffiti and arson, threat of attack including offensive letters, abusive or obscene telephone calls, groups hanging around to intimidate, and unfounded malicious complaints or verbal abuse, insults or harassment - taunting, offensive leaflets and posters, abusive gestures, dumping of rubbish outside homes or through letterboxes, and bullying at school or in the workplace.

The working definition for hate crime was nationally agreed by the Association of Chief Police Officers and the Crown Prosecution Service, together they provided the definitions for hate motivation, hate incidents and hate crimes.

## HATE MOTIVATION

"Hate crimes and incidents are taken to mean any crime or incident where the perpetrator's hostility or prejudice against an identifiable group of people is a factor in determining who is victimised". Whilst this is a broad and inclusive definition a victim does not have to be a member of the group, in fact anyone could be a victim of a hate crime.

## HATE INCIDENTS

A Hate Incident is any incident which the victim, or anyone else, thinks is based on someone's prejudice towards them because of their race, religion, sexual orientation, disability or because they are transgender.

## HATE CRIMES

Not all hate incidents will amount to criminal offences, but those that do become hate crimes.

It is important to recognise that there is no specific offence of 'hate crime' in criminal law. Rather, there are existing offences committed against a person, which may include threats, physical assault, harassment and damage to property. There are also offences which may not be directed at individuals such as incitement to violence or incitement to hatred. When such offences are motivated by hostility or prejudice as outlined in the Hate crime definition, they are categorised as 'hate crime' and this can influence how the offence is investigated and prosecuted.

Violence is the most common offence category across all strands, 75% of all Race Hate incidents were recorded as Violence.

## UPLIFTING OF HATE CRIME SENTENCES

Once a hate crime has been reported, the police investigate whether a hate crime has been committed. They refer cases to the CPS to decide whether there should be a charge. Not all hate crime cases are referred to the CPS by the police. The CPS are responsible for preparing and presenting hate crime cases at court and applying for an increased sentence.

Any crime can be prosecuted as a hate crime where the CPS can prove from the evidence that the offender has either:

- **Demonstrated hostility on the basis of race, religion, disability, sexual orientation or transgender identity**

OR

- **been motivated by hostility based on race, religion, disability, sexual orientation or transgender identity.**

If found guilty of a hate crime offence, the court must treat the offence more seriously and “uplift” the sentence to reflect that element of the offence. The uplift means an increased punishment for the crime.

In 2020-21, 86.7% of hate crimes cases prosecuted by the CPS led to a conviction. 79.1% of these convictions had an announced and recorded sentence uplift.

The CPS also provides information, assistance and support to victims and prosecution witnesses.



## HATE CRIME DATA

In 2019-20 (latest national data available is this period), there were 105,090 hate crimes recorded by the police in England and Wales, excluding Greater Manchester police, an increase of 8% compared with 2018-19 (97,446 offences). Increases in police recorded hate crime in recent years have been driven by improvements in crime recording and a better identification of what constitutes a hate crime. In contrast, the CSEW which is not affected by changes in crime recording, shows a long-term decline in hate crime, with a 38% fall in these incidents between the combined 2007-08 and 2008-09 and the combined 2017-18, 2018-19 and 2019-20 surveys.

In 2020-21, 86% of hate crimes cases prosecuted by the Crown Prosecution Service (CPS) led to a conviction or guilty plea and because of the serious nature of these offences, the CPS can apply to the courts for a ‘sentence uplift’ which is an increased punishment for the crime. Last year, more than half of our requests led to offenders having their sentence increased because it was motivated by hate.

There were 2,470 Hate incidents recorded by the police across the Bradford district during 2019-20 (see table below). In the 12 months from July 2020 to July 2021 Bradford district recorded 2,598 hate incidents. This is an increase of 128 incidents which represents a 5.2% rise, the lowest across the West Yorkshire region.

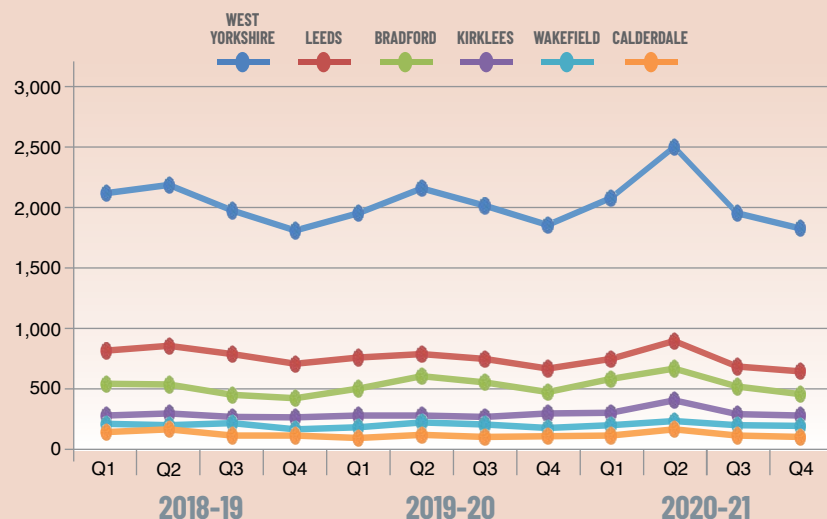
### Recorded hate incidents

Location	Number of Hate Incidents (July 2019 - June 2020)	Number of Hate Incidents (July 2020 - June 2021)	% Increase in Hate Incidents (July 2019 - June 2021)
<b>Bradford</b>	2,470	2,598	+5.2%
<b>Calderdale</b>	619	716	+15.7%
<b>Kirklees</b>	1,363	1,602	+17.5%
<b>Leeds</b>	3,231	3,542	+9.6%
<b>Wakefield</b>	948	1,133	+19.5%
<b>West Yorkshire</b>	<b>8,648</b>	<b>9,610</b>	<b>+11.1%</b>

The vast majority of hate incidents are related to race (78% of all incidents during 2020-21). Sexual orientation hate incidents account for 13% of the total, 8.5% are disability related incidents, 7.5% are faith-related incidents and 1.5% are transphobic incidents. 58% of all hate crime victims are male.



## Quarterly Reported Hate Incidents per West Yorkshire Local Authority



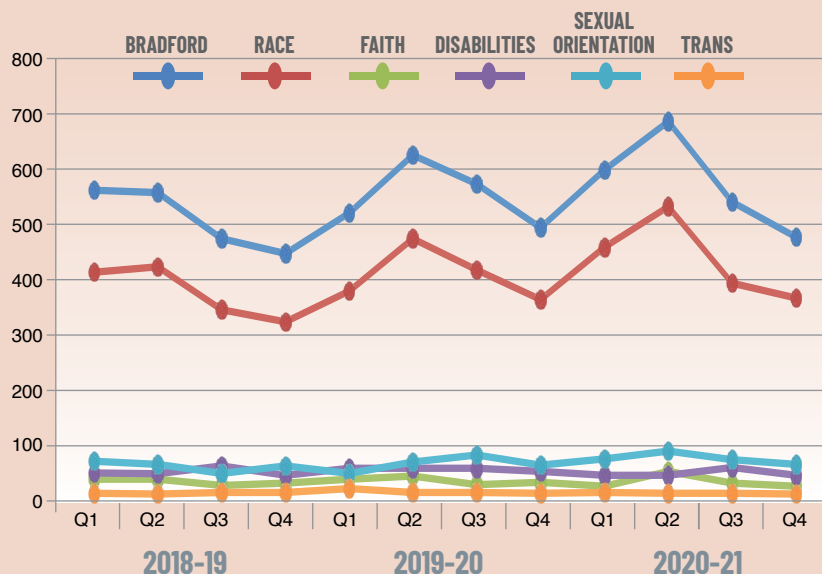
This graph shows that Bradford has the 2nd highest number of hate incidents recorded across West Yorkshire throughout the previous three year period from April 2018 through to March 2021, however in terms of rates per 1000 population, Bradford has the 2nd lowest rate of hate incidents across the 5 local authorities in West Yorkshire at 4.4. The trends across the West Yorkshire area have remained very similar for each local authority.

## Reported hate incidents per Strand in Bradford

The vast majority of hate crimes are related to race (76% of all incidents during 2019-20). Sexual orientation hate incidents account for 12% of the total, 8% are disability related incidents, 5% are faith-related incidents and 1% are transphobic incidents. Faith is the only strand that has seen a reduction in recorded hate incidents from 124 to 115 over the three year period from 2018 to 2021.

	Numbers		Increase 3 year period	% increase	Figure per 1,000 pop	
	2017-18	2020-21			2017-18	2020-21
<b>Bradford</b>	<b>1,746</b>	<b>2,295</b>	<b>549</b>	<b>31.4</b>	<b>3.3</b>	<b>4.4</b>
<b>Race</b>	1,313	1,739	426	32.4	2.5	3.3
<b>Faith</b>	124	115	-9	-7.3	0.24	0.22
<b>Disabilities</b>	140	177	37	26.4	0.27	0.34
<b>Sexual Orientation</b>	163	285	122	74.8	0.31	0.55
<b>Trans</b>	31	31	0	0.0	0.06	0.06

## Quarterly Reported Hate Incidents per Protected Characteristic in Bradford



The quarterly recorded data in this graph shows that sexual orientation and disabilities have been the 2nd and 3rd highest strands, occasionally swapping positions, for recorded hate incidents during the previous three year period from April 2018 through to March 2021. Transgender has consistently been the lowest number of recorded hate incidents in this same period.

In terms of hate crime locations across the Bradford District, the highest recorded levels are in Bradford West which includes Bradford city centre (a key hotspot area) and the lowest in the Shipley constituency.

# OUR KEY THEMES AND PARTNERS

## 1

### PREVENTING HATE CRIME

- Education - produce and circulate resources that cover the impact of hate crime, what constitutes hate crime - ensuring the voice and representation of all protected characteristics, acknowledging intersectionality and including misogyny
- Integration - bringing communities and wards together, through a coordinated approach, establishing shared goals, values and interests
- Campaign to dispel myths and stereotypes that fuel hate crime
- Commitments and pledges from employers, representative organisations, associations and education providers to tackle and respond to hate crime

## 2

### INCREASING THE REPORTING OF HATE CRIME

- Improve awareness of hate crime reporting facilities; what they are, where they are and how they can be used
- Strengthening of specialist (but not exclusive) hate crime reporting facilities
- Ensuring hate crime reporting facilities are accessible to all, including the use and promotion of the forthcoming hate crime app
- Strengthen relationships between police and communities
- Provide opportunities for police to have training from those with lived experience of hate crime
- Improve accessibility and visibility of police within local communities
- Sharing statistics and positive outcomes of reporting
- 'Nothing said, nothing done'; work to inform people of the impact and importance of reporting and implications of not reporting

## 3

### RESPONDING TO AND BUILDING AN UNDERSTANDING OF HATE CRIME ACROSS COMMUNITIES

- Dedicate resources to understand the extent and prevalence of misogyny in the district, raise awareness of this type of abuse and what constitutes misogyny
- Triangulating data to map hate crime across the Bradford District, working together across agencies to provide informed, targeted interventions in hotspots and high prevalence areas
- Promoting the use of restorative justice and community resolutions, including mediation, where prosecutions are unlikely
- A commitment to tackling hate crime online including accountability around social media footprints
- Curation of a Bradford District hate-crime working group with representation across the protected characteristics, to include nominated individuals with lived experience, front-line staff and 'change-makers'

## 4

### IMPROVING SUPPORT FOR THE VICTIMS OF HATE CRIME

- Instilling confidence in victims that their experiences will be taken seriously
- Ensuring victims who experience or report a hate crime, will feel validated, listened to and heard
- Providing victims with a suite of options for appropriate support that ensures autonomy over where and how this is accessed and the security of a safe space
- Work with specialist, 'by and for' organisations to develop specific offers of support for victims of hate crime, to include and attend to females who are victims of misogyny

# HATE CRIME REPORTING

Location	Reporting Centres	Pathways
Bradford	12	4
Keighley	3	1
Shipley	1	1

## HATE CRIME REPORTING PATHWAYS

There are several ways you can report hate crimes. You can report online, report directly to the police, use a hate crime reporting centre, and before the end of 2021 you will be able to use a hate crime web app, which is being developed to support hate crime reporting in the district.



## HATE CRIME REPORTING CENTRES

Hate crime reporting centres offer victims a place where they feel most comfortable and confident. Reporting directly to a police station can be a daunting prospect for some and can lead to people failing to report for that reason.

The role of a hate crime reporting centre is to take hate crime reports using trained staff who will work with the victim to ensure they record the incident, notifying the appropriate services. The purpose of a hate crime reporting centre is that it provides victims with a place where they feel safe and confident to report.

A reporting pathway is the process by which victims will be signposted to the appropriate provider, which could involve guidance to the nearest reporting centre. This could involve use of technology to help the victim to report. Staff in centres that are reporting pathways will still be trained, however these centres will not be obligated to complete forms on behalf of victims or provide resources for reporting.



The map on the right shows central Bradford as being a hate crime hotspot in 2019-20.



# USEFUL CONTACTS

Centre Name	Area	Type	Full Address	Contact Number
Accent Housing	Bradford	Reporting Pathway	Jeremy Downs House, Senior Way, Bradford BD5 0QB	0345 6780555
Bradford City Football Club (Matchday Reporting)	Bradford	Reporting Pathway	Valley Parade, Bradford BD8 7DY	0800 1691 664
Bradford College	Bradford	Reporting Centre	Social Care & Community Practice, (4th Floor) Room 16 (4F16), David Hockney Building, Great Horton Road, Bradford BD7 1AY	07872 052763
Bradford Hate Crime Alliance	Bradford	Reporting Centre	Mary Seacole Centre, 89 Park Road, Bradford BD5 0SW	0800 1691664
Bradford People First	Bradford	Reporting Pathway	F07-F13 Mayfield Centre, Broadway Avenue, Bradford BD4 9NP	01274 739614
BTM (Bradford Talking Media)	Bradford	Reporting Centre	11 - 12 Eldon Place, Bradford BD1 3AZ	01274 848150
Central Hall	Keighley	Reporting Centre	Alice Street, Keighley BD21 3JD	07706 207630
Equity Partnership	Bradford	Reporting Centre	Equity Centre, 1 Longlands Street, Bradford BD1 2TP	01274 521792
Good Shepherd Centre	Keighley	Reporting Centre	West Lane, The Guardhouse, Keighley BD22 6ES	01274 771144
Incommunities Tenancy Enforcement	Shipley	Reporting Centre	The Quays, Victoria Street, Shipley BD17 BN	07593 820766
KAWACC (Keighley Association Women and Children's Centre)	Keighley	Reporting Centre	Marlborough Street, Keighley BD21 3HU	01274 435001
Keighley Council Customer Service Centre	Keighley	Reporting Pathway	The Town Hall, Bow Street, Keighley BD21 3PA	01274 615300
Khidmat Centre	Bradford	Reporting Centre	36 Spencer Street, Bradford BD7 2EU	01274 615300
Mind in Bradford	Bradford	Reporting Centre	Kenburgh House, 28 Manor Row, Bradford BD1 4QU	01274 730815
Manningham Housing Association	Bradford	Reporting Centre	Bank House, 30 Manor Row, Bradford BD1 4QE	01274 233282
Morley Street Resource Centre	Bradford	Reporting Centre	124 Morley Street, Bradford BD7 1BB	07810 550534
Ravenscliffe Community Association	Bradford	Reporting Centre	45 Thackeray Road, Bradford BD10 0JR	01535 612500
Rockwell Community Association	Bradford	Reporting Pathway	6 Summerbridge Road, Thorpe Edge, Bradford BD10 8DP	01535 608639
Shine Project	Bradford	Reporting Centre	St Stephens Church, 48 Newton Street, West Bowling, Bradford BD5 7BH	01535 618080
University Of Bradford Student Union	Bradford	Reporting Centre	Student Central, Longside Lane, Bradford BD7 1DP	07572 458534
Victim Support	Shipley	Reporting Pathway	3 Parkview Court, St Paul's Road, Shipley BD18 3DZ	07789 926719
Yorkshire MESMAC	Bradford	Reporting Centre	28 Chapel Street, Little Germany, Bradford BD1 5XT	01274 532216

More resources available from  
<http://www.report-it.org.uk/downloads>

