



THIS SHOULD BE IN EVERY TOWN!

Working in Partnership
Against Hate Crime

RACE HATE AWARENESS & PREVENTION (RHAP)

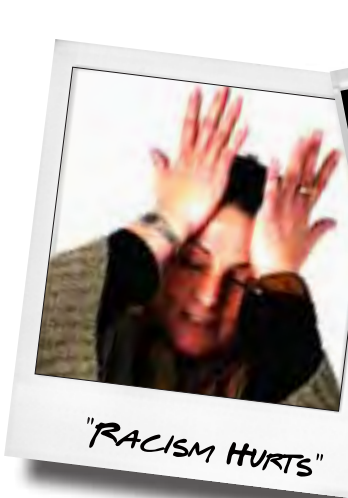
Hosted by Preston and
Western Lancashire Racial
Equality Council (PWLREC)

Findings from an evaluation
undertaken by Paul Iganski
2012

CONTENTS



Context – The need for hate crime services	p3
Race Hate Awareness and Prevention Service evaluation	p4
Providing a casework support service	p5
Examples of RHAP casework interventions	p7
RHAP case studies	p10
Undertaking prevention and awareness raising activities	p12
Initiatives receiving local, national and international recognition	p14
Sustainability of PWLREC-RHAP	p15



CONTEXT - THE NEED FOR HATE CRIME SERVICES

This document details findings from an evaluation of Preston and Western Lancashire Racial Equality Council Race Hate Awareness and Prevention service (PWLREC-RHAP) led by leading author and researcher on Hate Crimes, Paul Iganski in 2012.

In a research report commissioned and published by the European Network Against Racism and launched in the European Parliament in 2011, Paul Iganski concluded that “Victims of racist violence have specific needs for support that commonly cannot be catered for by criminal justice or other state agencies because they lack the expertise and often lack the appropriate resources. There is clearly an important role to play, therefore, for non governmental organisations in providing support – emotional, social and legal – to victims of racist violence”.

“The importance of such support cannot be understated as it is now increasingly acknowledged and understood that when crimes occur because of, or are aggravated by, the victim’s ‘race’, ethnicity, or some

other aspect of their identity — such as their religion, sexual orientation, disability, gender identity, lifestyle or dress code — then the psychological and emotional impacts are greater compared with the same types of crimes which occur for other reasons. While all crimes have some impact for the victims, research has shown that victims of hate crime are more likely than others to experience post-traumatic stress type symptoms.”

*“It’s more than just the word. It’s deep and it’s raw. It’s actually making you feel like nothing, you’re nobody. It’s more than an insult. It’s like you know from the slave days, it’s like you are nobody, a piece of dirt and obviously when people are saying that to you, they are saying it to bring you down and to insult you, to make you feel that you are nothing...It’s 2012 and it’s still going on. It makes my blood boil because it’s like “why say it?” “You n**** and you w**”. It’s like a volcano. It just ignites it and it’s like “how dare you.” (RHAP client)*

RACE HATE AWARENESS AND PREVENTION SERVICE EVALUATION

PWLREC-RHAP, which is a Preston based project, has been funded by the Big Lottery Fund from 2007-2012, with a further 12 months of Big Lottery funding secured to continue the service until the end of May 2013 and to evaluate the service.

The 2 main components of PWLREC-RHAP are:

1. Providing a Casework Support service
2. Undertaking Prevention and Awareness Raising Activities

The evaluation methodology involved comprehensive and detailed analysis of PWLREC-RHAP activities, reviews of project data and informal interviews with project staff, clients and partner agencies.

It was concluded from the evaluation that:

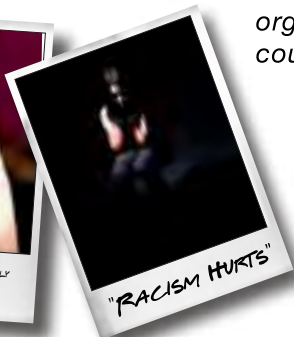
The Preston and Western Lancashire Racial Equality Council Race Hate Awareness and Prevention service provides *a shining example of how non-governmental agencies can support victims of racist violence and other types of hate crime.*

The example set by PWLREC-RHAP deserves to be *disseminated Europe-wide to serve as a model of good practice for other NGOs working against hate crime.*

In commenting on the PWLREC-RHAP hate crime awareness raising activities one of the respondents interviewed for this evaluation suggested that PWLREC-RHAP are the *“most dynamic small group or organisation that I know of in the country.”*



IT'S JUST BULLYING. IT DOESN'T REALLY HURT ANYONE - DOES IT?



"RACISM HURTS"

1.

PROVIDING A CASEWORK SUPPORT SERVICE



Casework:

- PWLREC-RHAP provides a vital independent service to which victims of hate crime can turn if they prefer an alternative to making a report to the police, or if they are dissatisfied with the way that they are handled when they do report to the police and other relevant authorities.

“First I was angry. I was ranting and raving because I took it very personal because I come from an ethnic background where I’ve grown up with racism all my life and I’ve seen all my friends and colleagues experience it. And then not to have it acknowledged then, it becomes very hurtful.” (RHAP client)

- Clients can access the service quickly and they are listened to and offered support.

“They listened to me... That was first and foremost. They listened to everything that I had to say. They were not negative or anything. They took everything on board. They’ve always been there for me and because I trust them I’ll always go

to them if there is a race problem or if I think I am not being listened to.” (RHAP client)

“(RHAP provided..) the kind of support like my family is here or somebody is here who cares about us you know..” (RHAP client)

- Clients are also responded to with sensitivity and offered emotional and practical support.

“(RHAP supported me...) both emotionally and as well as physical really. They had the support network in place ... they empathise with you very early on and look to make sure that you are supported all the way through.” (RHAP client)





• PWLREC-RHAP is a key partner with other agencies working with hate crime victims.

“ they've been absolute key partners ... ”

“I've looked at this service as our critical friends who would bring people who wouldn't necessarily go to the police or have been to the police and basically been dissatisfied. It's enabled them, or provided a conduit for them, to access the police service to try and obviously resolve the problems their clients have got. It's worked wellIt is very much a partnership and that's a real benefit I found certainly from my perspective for accessing clients and also vice versa for them being referred back to the police.”
(Police Officers)

“We support victims but ... the service they provide is more enhanced. It is more specialist ... It is not just providing emotional support but it is the practical side of things I think in which they have the expertise and they have their hands in ... Because that's all they do you know.”

“I think what people recognise is that there is expertise out there and we try to have a good working relationship with them ... so it is usually a joint partnership work ... They are very organised, very efficient and they do quite a professional job ... I think it is well thought of. That's why we like to have a good working partnership with them.” (partner agencies)

The great majority of incidents and crimes reported to PWLREC-RHAP are racially aggravated. However, victims of other types of hate crime approach PWLREC-RHAP for support and they are also therefore supported by the casework service. Such victims have also been referred to PWLREC-RHAP by other agencies that have recognised the quality of service provide by PWLREC-RHAP.

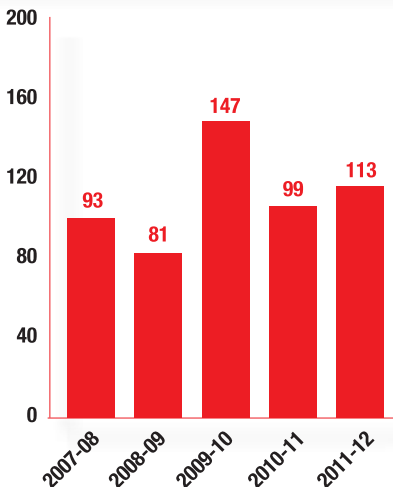
There has been sustained demand for the PWLREC-RHAP casework service from victims of race hate crime who have either initiated contact with PWLREC-RHAP themselves or who have been referred to PWLREC-RHAP by partner agencies. Over 500



EXAMPLES OF RHAP CASEWORK INTERVENTIONS:

victims have been supported by the PWLREC-RHAP service. Notably, while reports of racist incidents and crimes to Lancashire Constabulary have declined each year since PWLREC-RHAP was first established — in line with the trend in reported crime in general — the pattern of demand for the PWLREC-RHAP service has not similarly declined.

Number of victims of race hate crime supported by RHAP casework service



Source: Preston & West Lancashire Racial Equality Council Annual Report 2011-12

Type of Crime Reported to RHAP *Malicious communication and right wing activity – racist*

RHAP Interventions

- Third party agency contacted RHAP for advice
- Extensive liaison with Council about the case
- Advised Council to refer to Lancashire Fire & Rescue Service and ASBRAC (Anti-Social Behaviour Risk Assessment Conference)
- Offered for RHAP to deliver School Hate Crime package in locality
- Organised for anti racism exhibition to be displayed in town for 1 week
- Raised case at strategic hate crime meeting
- Continued support offered to officer

Verbal Abuse – racist

RHAP Interventions

- Listened to client and obtained details of the case
- Advised client to continue reporting to the Police
- Provided client with ongoing emotional support
- Sent panic alarms to the client
- Attended street surgery and spoke to client and agencies present



HARASSMENT
DO YOU THINK THIS IS JUST A BIT OF FUN?



GRAFFITI
IS THIS A VICTIMLESS CRIME?



SERIOUS NOW ?

- Sent information and posters to nursery about REC services as subtle response to some problems from other parents
- Case referred to ASBRAC
- Extensive liaison about case with housing association and sent details of our service to housing to promote to all tenants
- Continued contact with client updating with progress of case
- Liaised with following organisations for support for client's move and to assist in other domestic issues; Home Start, Help Direct, Women's Aid, Disc floating support, Red Cross, Independent Domestic Violence Advocate and Victim Support
- Gave client details of support services in new area

Harassment - racist

RHAP Interventions

- Received report from third party and obtained details of case
- Obtained advice from Police and discrimination solicitor about case; details passed to client via third party
- Listened to and obtained details from client
- Provided ongoing emotional support to client
- Advised client to keep a record of malicious phone calls and letters received

- Sent client personal attack alarms
- Explored case with local Police and raised concerns about time frame of reports
- Advised client to contact phone company to explore changing number as option
- Gained advice on case from national lead for hate crime
- Contacted web hosting company in the US about closing a website down
- Updated local police with advice
- Consulted national and local Crown Prosecution Service (CPS) on case
- Updated client continuously with information from agencies
- Continued reassurance provided to client

Physical violence – racist

RHAP Interventions

- Listened to client and obtained details of case
- Provided emotional support to client
- Discussed case with housing association
- Extensive liaison with Police
- Advised Police and Housing to undertake Restorative Justice (RJ) and put cameras in the area – agreed on action
- Arranged and facilitated police reassurance visit to client
- Gave client and family personal alarms
- Advised about future incidents



The criminal justice process is segmented with a division of labour between different agencies each playing their specialist part — the Police, Crown Prosecution Service, courts, Victim Support, and local authorities. In considering partnership working, as an independent service PWLREC-RHAP is uniquely positioned to support victims and engage in partnership with different agencies at all stages in the criminal justice process.

"I said to the police officer, 'where do I have to go because nobody is here to help me so. Yes you are helping me, you arrested them, you are cautioning them and helping with all that. But I feel so alone.' And the police said there is this organisation here — they will be helpful. So we tried it ... Believe me, they were very, very supportive to be honest with you. They came to my house I was very surprised ... They explained the situation to us. 'Don't worry about it. Nothing will happen. We will always be with you. The police will be here.' ... It was fantastic. Very good service. Really good support and the court service also, they came to the court they waited there the whole day for my hearing ... It was very good."
(RHAP client)

Because of the multiple demands they face some agencies in the criminal justice process are less able to regularly keep victims in the picture.

"I think what the police are very good at is, we are very good at attending, we are quite good at the investigation and things like that. We get someone, have them locked up. Where we always seem to let ourselves down is what happens after that. So it's the follow up and I think just keeping people updated and that kind of thing. But where this kind of service helps is because an officer doesn't have time to keep going around, whereas something like this, someone to pop in, to ring up 'would you find out what's happening for me' it can be such a weight off someone's mind."
(Police Officer)



RHAP CASE STUDIES:

- **PWLREC-RHAP working with the police, local Council, Crown Prosecution Service, Victim Support, Witness Service and Lancashire Fire and Rescue Service**

A family suffering repeated racial harassment from neighbours — which was escalating with threats to set fire to their house — wished to move. PWLREC-RHAP liaised with the Council to ensure the case was dealt with as a priority and that the family was offered emergency accommodation. The family could not afford a removal van and so PWLREC-RHAP contacted Victim Support who provided funds. Gas and electric supplies were not connected in the new property and the Council initially advised that the family would have to pay for the connections. PWLREC-RHAP worked with the Council to resolve the matter and the Council agreed to settle it. Lancashire Fire and Rescue Service provided target hardening of the property whilst the family were preparing to move. PWLREC-RHAP liaised with the Witness Service to ensure that the family had a pre-trial visit prior to giving evidence at court. PWLREC-RHAP worked with the Crown Prosecution Service to ensure that the family had access to an interpreter and sought to attain special measures at court.

- **PWLREC-RHAP working with the police, Crown Prosecution Service and Victim Support**

The client had been racially abused at work and was not happy with the way the police had dealt with the matter

when reported stating that a number of witnesses had not been interviewed. PWLREC-RHAP liaised with the police to ensure that they were aware of all the witnesses and took victim impact statements. PWLREC-RHAP arranged for a pre-trial visit with the client and the prosecution witnesses through the Witness Service. The case was adjourned and as a result some witnesses had difficulty in getting time off work to attend the Court again. PWLREC-RHAP liaised with the CPS to ask their witness care unit to write to the employer about why the witness would have to attend court again. PWLREC-RHAP caseworkers attended the trial with the victim over two days and also supported the witnesses. The defendant was found guilty of racially aggravated harassment and given fines, costs and compensation totalling almost £2,000.

- **PWLREC-RHAP working with the police and Lancashire Fire and Rescue Service**

A family living above a shop had reported a number of cases of racist verbal abuse and anti-social behaviour to the police. PWLREC-RHAP held a case conference with the police who as a result put a vulnerable marker on the property, got all the neighbourhood officers to introduce themselves to the family and ensured CCTV was operating in the area. The family was provided with an alarm to link them straight to the police and Lancashire Fire and Rescue Service provided target hardening of the property as it was being targeted with fireworks.



IN THEIR PARTNERSHIP WITH OTHER AGENCIES WORKING AGAINST HATE CRIME IT IS CLEAR THAT BECAUSE OF THEIR SPECIALIST FOCUS PWLREC-RHAP PROVIDES A TYPE OF SERVICE THAT IT WOULD BE IMPOSSIBLE FOR OTHER AGENCIES TO DELIVER.



UNDERTAKING PREVENTION AND AWARENESS RAISING ACTIVITIES

PWLREC-RHAP has been highly active in raising awareness about hate crime and has received local, national and international recognition for its awareness raising activities. The awareness raising sessions and initiatives delivered by PWLREC-RHAP in schools, colleges and other facilities for young people, and also to groups of adults, evoke empathy among the participants and clearly convey the message that hate hurts.

From the establishment of PWLREC-RHAP in 2007 up to August 2012, PWLREC-RHAP has delivered a total of fifty-two hate crime awareness sessions in forty-one schools, colleges or other facilities for young people, involving approximately 4114 students and teachers. In some instances the sessions have been delivered in response to incidents that have occurred — following an approach to PWLREC-RHAP or at their suggestion.

The primary objective of the session is to explore the impact of hate crime victimisation on victims' lives so that the participants will have an understanding of what hate crime is, and what the impacts and consequences are for victims.

The aim is that such understanding will potentially serve as a preventative measure by making the participants more aware of their actions if they abuse, ridicule, harass, or are physically violent against somebody because of some aspect of their identity.

"I think they are very shocked by the content ... because it is hard not to have a lump in your throat. Even the young men, I can see them thinking '... don't look at me because I might just cry'." (Teacher)

"To actually see the impact of hate crime was quite powerful ... I looked across at the students towards the end – my own emotions had been pulled by the video – and I looked across and I could see a lot of them were affected by the video, by the power of the message that was getting across ... In that session, more than [any other] in comparison, I think the impact was the key thing ... By the end of the session I think people walked out of the classroom feeling that their eyes had been opened. It had made them think." (Teacher)



The presentational style that has been developed for the hate crime awareness session has been cleverly designed to engage and capture the interest of young participants and serves as a model for educational work with young people.

“...they didn't come and lecture our young people. That's the best thing about it. They didn't come and say this is how we do it and PowerPoint this and that. They came in and engaged in it ... The approach, they are honest, they are factual and they are friendly... capturing young people for an hour and a half is very, very difficult... our young people you can see the shock in their faces. This is real... They've actually spoken to victims of hate crime and that's why our young people were more shocked about that 'Oh my god, I didn't realise that bullying someone just because of their sexuality could lead to them doing this to themselves' and it was so real... they talk to their level and then I've seen them also deliver to professionals and they step up; the language is totally different, the approach is totally different.” (Trainee beneficiary)

The interventions have been adapted in partnership working with the Police, Council and community groups, for instance, or by the PWLREC-RHAP case workers alone, for delivery to groups of adults — including local community groups, victim support volunteers, mental health secure unit staff and take-away, pub and night club door supervisors

PWLREC-RHAP distributes badges to the participants and also invites participants to have their photograph taken at the end of the session for inclusion in a montage depicting opposition to hate crime on a 'Say No to Hate' poster which is then displayed in the school, college or organisation. The badges and the poster cleverly leave triggers potentially reminding participants about the messages in the sessions.



INITIATIVES RECEIVING LOCAL, NATIONAL AND INTERNATIONAL RECOGNITION

PWLREC-RHAP has received local, national and international recognition for its partnership approach towards innovative initiatives in public campaigns.

The intention of the public campaigns has been to reach out to people who wouldn't normally engage on the hate crime agenda with a view to encouraging reporting and encouraging attitudinal changes away from hate related behaviour.

- In 2008, PWLREC-RHAP initiated a week long campaign of public engagement which included the production of a poster featuring Lancashire residents prepared to be pictured taking a stand against racism.
- In 2009 PWLREC-RHAP led projects to raise awareness about hate crime which involved the production of DVDs in partnership with the Wyre Crime and Discrimination Panel, with Twin Valley Homes in Blackburn and Darwen — with the participation of Twin Valley's residents — and also with Blackburn with Darwen hate crime thematic group. This innovative activity was then extended to the production of the Lancashire United Against Hate DVD in partnership with Lancashire Constabulary, Lancashire County Council and Unison.
- In 2011 PWLREC-RHAP spearheaded the production of a powerful anti-racism exhibition which toured (and continues to tour) many libraries and organisations across Lancashire including Burnley Multi-Faith Centre, Blackpool Pride, Lancaster City Library, Lancaster University, Lancaster Farms HM Young Offenders Institute, Preston College, Preston Prison, events at

Preston Guild Hall, and displays in a number of Lancashire County Council buildings. PWLREC-RHAP gained access to the Crown Courts and Preston Prison to take photos for the exhibition. The exhibition also features some of the PWLREC-RHAP clients and police officers from Lancashire Constabulary.

- In 2012, on the strength of its campaigning activities, PWLREC-RHAP and other partners were commissioned and supported by the Ministry of Justice to produce a further DVD — Communities United Against Hate — focusing on all types of hate crime and for a national audience. PWLREC-RHAP further produced an exhibition and posters which are promoted nationally by the Ministry of Justice and which feature on the Association of Chief Police Officers' True Vision web site.

For the DVD initiatives PWLREC-RHAP along with partner agencies were awarded or received:

- Compact Voice Advancing Equality Award 2011 (National)
- North West Employer's Equality Award 2011 (Regional)
- Second in European Diversity Awards 2011 (European)
- Highly commended at Fusion Awards 2011 (Local)
- PWLREC-RHAP officers received Police Divisional Commander's Commendation (Local)

PWLREC-RHAP has also won the Community Project of the Year at the European Diversity Awards 2012

SUSTAINABILITY OF PWLREC-RHAP

For those victims of hate crime who prefer an alternative to making a report to the police, or who do report to the police and other relevant authorities but are subsequently dissatisfied with the way that they are handled, it is critical that there is an independent agency to which they can turn. Victim satisfaction with the process and the outcome when crimes and incidents are reported is critical to the effectiveness of a casework service supporting victims of hate crime. Victims' reports need to be listened to and handled sensitively. Caseworkers need to serve as advocates for their clients and work in partnership with other agencies. Putting the victim's wishes at the centre of managing a complaint, or empowering victims, is also fundamental. While these are the main ingredients of an effective service they are not the full recipe: victims will expect something to be done.

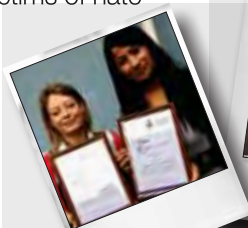
Using all of these measures of an effective service, the evaluation research indicated that the PWLREC-RHAP service — in the view of clients and partners — is providing a very effective casework service for victims of hate crime.

Significantly, PWLREC-RHAP is the only service that can be drawn-on from across the county. The absence of the service would leave a considerable gap in the provision of support for victims of hate crime.

"They need to keep it up because I don't know what would happen if—because where do you go to when you can't be heard?" (RHAP client)

"From the client base I think it would be a total loss if it would end. There would be people out there who would — I would like to think in time would — find other avenues into the police but I'm quite sure there would be others who won't." (Police officer)

The need for the PWLREC-RHAP service, and the recognition of that need among partners in the criminal justice process, was made very evident by the evaluation research.



**The full report can be requested
by contacting:**

Preston and Western Lancashire
Racial Equality Council
Town Hall Annexe
Birley St
Preston
PR1 2RL

Phone: 01772 906422

Fax: 01772 906685

Email: admin@prestonrec.org.uk

Website: www.prestonrec.org.uk

Preston and Western Lancashire Racial Equality Council is
a company limited by Guarantee Charity Registration No:
1095261 Company Registration No: 4550864

