

Merseyside Fire and Rescue Service

Equality Impact Assessment Form

Title of policy/report/project:	Hate Crime Policy
Department:	Community Prevention
Date:	26 March 2013
1: What is the aim or purpose of the policy/report/project	
<i>This should identify "the legitimate aim" of the policy/report/project (there may be more than one)</i>	
<p>The Policy sets out Merseyside Fire and Rescue Authority (MFRA) policy on Hate Crime. A hate crime involves any criminal offence which is perceived, by the victim or any other person, to be motivated by hostility or prejudice based on a personal characteristic. The definition covers five main strands, in particular - disability, gender-identity, race, religion or faith and sexual orientation.</p> <p>A hate incident involves any incident that may or may not constitute a criminal offence, which is perceived by the victim, or any other person, as being motivated by prejudice.</p> <p>Any person who is perceived, by the victim or any other person, to be a victim of a hate crime will be able to raise the issue with a member of MFRAS in the knowledge that the matter will be treated seriously and sympathetically in accordance with this policy. It can be reported to the relevant authorised agencies for consideration and appropriate action to be undertaken.</p> <p>MF&RS is committed to working in partnership with all relevant supporting agencies in order to make the lives of those suffering hate crime safer, protecting their families and their communities and preventing repeat victimisation.</p> <p>MFRA has developed a hate crime policy to meet the government's plan to tackling hate crime. The purpose of the policy is to enable MFRA staff to challenge report and stop hate crime.</p> <p>Associated Service Instructions will be developed to underpin this policy and include:</p> <ul style="list-style-type: none">• Safe Havens, Sanctuary and Refuge at Fire Service Premises- A safe haven /	

refuge / sanctuary is a place of relative safety whereby short term refuge can be taken until such time as assistance can be summoned or requested.

- Target Hardening - Merseyside Fire and Rescue Service respond to incidents where fire or products associated with fire, has been used or threatened against a person or a property. To offer advice and appropriate to make the property more resistant to the potential of fire.
- Hate Crime Reporting Process – provides guidance on how to report a hate crime
- Arson reporting Process – provides guidance on how to report and record an arson incident

2: Who will be affected by the policy/report/project?

This should identify the persons/organisations who may need to be consulted about the policy /report/project and its outcomes (There may be more than one)

The policy will impact positively on members of the public who are at most at risk of hate crime or in need of a safe haven these include :

People with disabilities, including those with learning difficulties.

People of different races especially Black Ethnic Minority groups

People of different Religions including minority groups

People who are Gay, Lesbian or Bisexual

Trans People including those who have transitioned or are transitioning from one gender to another.

There is an intention to communicate the policy and location of safe havens to the communities across Merseyside. This will include stations and districts targeting communications through community engagement initiatives. Key Messages will be cascaded through community partners to their community members to ensure that those at most risk are aware of MFRA policy on hate crime and how MFRA can support members of the public through reporting and the provision of safe havens.

In developing the policy the following stakeholders and partners have been consulted with :

MF&RS District Managers

MF&RS Community Safety Managers

MF&RS Prevention Teams

Merseyside Police

Mencap

City Safe – Safe Havens

LA Community Safety Partnerships

3. Monitoring

Summarise the findings of any monitoring data you have considered regarding this policy/report/project. This could include data which shows whether it is having the desired outcomes and also its impact on members of different equality groups.

What monitoring data have you considered?

MF&RS risk management data G1, G3, G4

Challenge it, Report it, and Stop it, Government plan to stop hate crime.

What did it show?

Code G1 Arson Attacks - 1,957
 Code G3 Evidence of Anti-Social Behaviour - 2,381
 Code G4 Hate Crime - 3,836*

*This figure is based on the previous hate crime reporting process whereby arson has been used or threatened as a weapon against a person or property regardless of the motive behind the incident.

This data is over an extended period and is up to 10 years old when the RM1 process started. Due to a mixture of capita and ops crews supplying data is not possible to break down per year, however an overall total of 8174 events of arson, asb or hate crime events are currently recorded on MF&RS databases against hate and arson related incidents.

In 2010, 48,127 hate crimes were recorded by police forces in England, Wales and Northern Ireland. Of these:

- 39,311 were racist crimes;
- 4,883 were based on sexual orientation
- 2,007 were religious hate crimes
- 1,569 targeted disabled people
- 357 targeted transgender people

This relates as a percentage as follows:

Crime Strand	National %	Merseyside %
Racist	81.7%	77.4%
Sexual Orientation	10.2%	10.5%
Religious	4.2%	1.9%
Disabled	3.2%	9.7%
Transgender	0.7%	0.5%

Figures for 2012 for Merseyside from Criminal Justice Board Hate Crime Profile 2012.

A recent CPS report Hate crime and crimes against older people report 2010-2011 stated that:

- Since 2006/07, almost 69,000 defendants were prosecuted for hate crime;
- The number of prosecutions for hate crime has also increased from 12,535 to 15,284; and
- Between 2006/07 and 2010/11, the proportion of successful convictions across all types of hate crime has increased from 76.8% to 82.8%.

4: Research

Summarise the findings of any research you have considered regarding this policy/report/project. This could include quantitative data and qualitative information; anything you have obtained from other sources e.g. CFOA/CLG guidance, other FRSs, etc

What research have you considered?

Equality and Diversity Booklet MF&RS – what you need to know.

Profile of Merseyside (Demography, Equality and Diversity) And Profile of Merseyside Disability Addendum

What did it show?

The research concludes that the Hate Crime Policy has a direct impact on the MFRA values and commitments around equality and diversity mainly :

Our Values: - We will value service to the community, people, diversity and improvement.

Ground rules highlight that MF&RS will:

- Respect differences in other people especially by listening if they are upset.
- Welcome visitors to the workplace and listen to what they say or if they need help

The Equality Act 2010 will protect people from discrimination, harassment or victimisation because of their age, disability, gender reassignment, marriage, civil partnership, pregnancy / maternity, race, religion/belief, sex or sexual orientation.

The Public sector equality duty requires that, in the exercise of our functions, MFRA must have due regard to the need of:

- Eliminate unlawful discrimination, harassment and victimisation
- Advance equality of opportunity between people who share a protected characteristic and those who do not.
- Foster good relations between people who share a protected characteristic and those who do not.

Merseyside consists of 1.38 million persons as of 2011 census. Of this 51.4% (710k) are female.

Most are Christian (74%) with Muslim being the next highest religion in Merseyside with 1.4%.

Within Merseyside 94.5% has a white ethnic background. 5.5% has a Black, Minority Ethnic

<p>DCLG FRS E&D strategy 2008-2018</p>	<p>background (BME)</p> <p>22.8% of Merseyside population have some form of disability. This identifies that Knowsley has the highest rate of the local authorities with 24.5% classing themselves as having some form of disability.</p> <p>This documents sets out the standards of best practice in relation to fire and rescue service and their quest for equality and diversity in the workforce and across the communities. In particular the framework highlights the need for FRS to</p> <ul style="list-style-type: none">• Develop an effective relationship with all communities to help to prevent fire, reduce the risk of death and injury and the loss of property, and improve the Service's ability to respond to a wide range of emergencies. Effective engagement with all sections of the community is also likely to help in reducing instances of fire setting and attacks on firefighters.• Assess the impact of all new policies, plans, procedures and practices to ensure effective service delivery to all communities, tailored to their needs.• Work with partner agencies and community advocates within local communities to improve/create new ways of communicating with community groups.• Training and Awareness: Provide all employees with appropriate training and development to build skills and confidence in delivering a service which is effective in meeting the needs of all local communities and is in accordance with legal requirements.• The DDA 1995 also sets out the requirement of public authorities to provide reasonable adjustments for disabled people where a provision, criterion or practice applied by the employer places a disabled person at a substantial disadvantage compared with people who are not disabled.
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P7 Tackling hate crime matters because of the damage it causes to victims and their families, but also because of the negative impact it has on communities in relation to cohesion and integration. There is clear evidence, to show, that being targeted because of who you are has a greater impact on your wellbeing than being the victim of a 'none targeted' crime.

In 2010, 48,127 hate crimes were recorded by police forces in England, Wales and Northern Ireland.

All the available research and testimonies from voluntary organisations suggest that hate crime is hugely under-reported. Some victims may be reluctant to come forward, for example, for fear of attracting further abuse, for cultural reasons, or because they don't believe the authorities will take them seriously. We are particularly keen to address the more isolated sections of the community where victims are even more unlikely to report crimes.

P9 3 Core principles:

- Preventing hate crime – by challenging the attitudes that underpin it, and early intervention to prevent it escalating;
- Increasing reporting and access to support – by building victim confidence and supporting local partnerships; and
- Improving the operational response to hate crimes – by better identifying and managing cases, and dealing effectively with offenders.

P10 Everyone should be free to live their lives without fear of abuse or attack on the basis of who they are, what they believe or how they look. There are five 'strands' of hate crime that we monitor centrally – disability, gender-identity, race, religion or belief (or non-belief) and sexual orientation. However, the principle applies more widely – hate based on age, gender, or appearance, for example, should be equally condemned.

A lack of understanding, reinforcement of negative stereotypes and fear of the unknown can all contribute to prejudice. Children and young people in particular learn their behaviours and form their views from their peers and the adults around them.

P11 We all have a personal responsibility to challenge prejudice and hate, but the Government and its agencies should lead by example – including by taking opportunities to celebrate diversity and to highlight the positive contribution that everyone can and do make to our society.

<p>MacPherson Report and recommendations into Stephen Lawrence inquiry.</p>	<p>We will challenge the attitudes that condone acts of hate crime and ensure that we act early when incidents are reported to prevent escalation.</p> <p>P16 We will work with local partnerships to increase reporting and victims' access to support:</p> <p>P17 The work of True Vision to:</p> <ul style="list-style-type: none"> • ensure that more people are aware of the online hate crime reporting mechanism; • develop packages that target those communities where hate crime is under-reported; • identify good local best practice on hate crime which then can be shared nationally via the website; and • help provide the infrastructure for local and national voluntary sector groups to integrate into a national reporting system <p>Sir McPherson made 70 recommendations as part of the Stephen Lawrenson inquiry. Two key recommendations are listed below:</p> <p>16. That all possible steps should be taken by Police Services at local level in consultation with local Government and other agencies and local communities to encourage the reporting of racist incidents and crimes. This should include:</p> <ul style="list-style-type: none"> - the ability to report at locations other than police stations; and - The ability to report 24 hours a day. <p>17. That there should be close co-operation between Police Services and local Government and other agencies, including in particular Housing and Education Departments, to ensure that all information as to racist incidents and crimes is shared and is readily available to all agencies.</p>
<p>5. Consultation</p> <p><i>Summarise the opinions of any consultation. Who was consulted and how? (This should include reference to people and organisations identified in section 2 above)</i></p> <p><i>Outline any plans to inform consultees of the results of the consultation</i></p>	
<p>What Consultation have you undertaken?</p>	<p>What did it say?</p>

Mencap – Member’s research meeting – held at Mencap with Ian Mullen, 2 staff and 3 members on 28 Feb 2013.

This meeting was between 2 staff members and 3 members with mental disabilities from Mencap. They outline what would be advantageous for a member of MF&RS to consider if a member attended a fire station in relation to a hate crime or safe haven situation.

They identified that each member carries an ‘E Card’ which has emergency information such as their name, person to contact, relationship of contact, contact number, any allergies/medical information and how they communicate.

The outcomes of the meeting have been useful in reinforcing our policy thinking around how to support disabled people in relation to hate crime and safe haven provisions. It has also been helpful to gather further information which can be used for training on the policy.

Merseyside Police – Hate Crime Policy and Police meetings

Two meetings plus an awareness event has been organised with Merseyside Police Community Engagement Unit who hold responsibility for hate crime awareness within Merseyside. Supt Roley Moore, Sgt Bill McAdam and Con John Scott have been consulted and given much guidance and advice on third party reporting centres and hate crime reporting processes. The favoured reporting mechanisms are True Vision and Stop Hate UK. However stop Hate UK is a charity and this is not currently subscribed to by Sefton or Knowsley. The three other LA in Merseyside plus Merseytravel all subscribe to it.

Meetings have been held in Jan and Feb 2013 at MF&RS and Merseyside Police HQ and a training awareness event held at MF&RS on 15 March 2013.

Hate Crime within Merseyside Police is managed on a daily basis by Sigma teams. Each Basic Command Unit (District with Liverpool split North and South) take responsibility for investigating all hate crime.

Research workshop for Community Prevention Teams, District CSMs and advocates.

This was held on 15th March 2013. Main findings from the event are :

- Training should be given to all Prevention staff on

<p>Prevention Team Management Presentation</p> <p>Liverpool City Council – City Safe – LASBU.</p>	<p>Hate Crime and associated actions.</p> <ul style="list-style-type: none"> - Staff can liaise with LA staff and talk at same level and not feel isolated due to incompatible definitions. - Closer links can be established to reduce instances of hate crime - One staff member thought this would open the ‘flood gates’ for any individual to approach the Fire Service for Social Services issues. - Overall reception was well received and a welcome addition to MF&RS. <p>Recommended to proceed with Hate Crime Policy and to draft SMG report with accompanying EIA.</p> <p>Meeting held with Justine Jenkins-Burke from Liverpool City Council Safe Haven and ASB team. City Safe is in agreement for 11 locations in Liverpool to become safe havens and can utilise the Safe Haven Logo for the location.</p> <p>They are satisfied that MF&RS have suitable safeguarding issues in place, suitable security at venues and suitable first aid facilities.</p>
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6. Conclusions

Taking into account the results of the monitoring, research and consultation, set out how the policy/report/project impacts or could impact on people from the following protected groups? (Include positive and/or negative impacts)

Overall Conclusion

The implementation of this policy is designed to have a positive Impact on all equality groups especially those at most risk of Hate crime. It is anticipated that the implementation of the policy will further improve the MFRA's relationship with the wider and affected communities as the organisation continues to develop its service delivery to victims and potential victims of hate crimes. However, failure to implement the policy fairly and consistently could have a highly detrimental impact on equality groups and the reputation of the MFRA with vulnerable communities.

(a) Age

Age does not form part of the definition of hate crime/incident. It is not recognised by the cross-government action plan on hate crime. However MFRA records the ages of any victims of fire related incidents which could be attributed to a hate crime.

Subsequent service Instructions should take into account age related needs of victims of Hate crime and those requiring assistance in safe havens including :

- If a child under 16 attends a location as with all persons then minimum of two persons should remain with them.
- Safeguarding procedures are in place with MF&RA staff and can be implemented if necessary.

It is generally understood that those responsible for some hate crimes using Fire as a weapon are often found to be young adults from deprived areas. MFRA has other polices and strategies to manage the investigation and monitoring of the perpetrators and the data gathered may be helpful to review in relation to this policy area.

(b) Disability including mental, physical and sensory conditions)

Disability is a specific hate crime strand and therefore the implementation of a MFRA policy on hate crime will be a positive impact to the disabled community across Merseyside.

Subsequent Service Instructions should take into account needs of victims of Disability targeted hate crime and those requiring assistance in safe havens

including:

- Ensuring access arrangements to safe havens is positive for all disabled people
- Some disabled people may present an E-card. MF&RS staff will need to be given appropriate training and advice on what this is, and how best to deal with a person who has a disability.
- Signage is being recommended (already purchased for Wirral and Liverpool City) to identify a safe haven and it is lit to identify the facility is operational. This excludes visually impaired member of the community.
- A designated reporting point should be available on each location for those who need to summon assistance from that location. When an appliance is not on station then the running call telephone should be utilised. This signage and location should be clear and available in easy read format.

Outcomes of the current access audit for MFRA stations will need to be taken into account, when available in May 2013, to enable preparation to take place to support safe havens so they are fully accessible for all disabled people needing refuge

(c) Race (include: nationality, national or ethnic origin and/or colour)

Government figures show that race related hate crimes were the highest of all the hate crimes reported being 87% nationally and 77% Merseyside. This would indicate that there would be significantly more use of MFRA staffs time dealing with and reporting on race related hate crimes and this will be reflected in the training provided to crews and community safety staff to enable them to focus the needs of this particular group.

The introduction of this policy has a positive impact on different racial, ethnic; nationalities are most vulnerable to hate crime/ incident. It is recommended that advocates representing particular race, nationalities or cultures may be best placed to support any hate crime incident and safe haven support and therefore service instructions and training will need to reflect this.

Designated reporting point signage recommended for the front of each station should have multiple languages in the most common languages or standard pictograms indicating how to gain access to help via the telephone in the absence of any person on the fire station or location.

(d) Religion or Belief

The policy recognises hate crime/incidents perpetrated against victims due to their faith, religion or belief or no belief. Service instructions will be developed to ensure

that the faith being targeted as well as the faith and nationality of the of the victim.

Guidance concerning religious or cultural beliefs is available in the MF&RS Reaching all Communities on Merseyside guide will be part of the pre reading required for all staff to carry out the policy effectively and this will be endorsed through the crew based training to implement this policy area.

Service instructions will need to provide MFRA staff with advice and guidance on how best to support victims of hate crime from different religious cultures and especially those specific cultures that have gender related needs (e.g. Female Muslim requiring support by Female staff only as their Culture forbids them to discuss issues of a personal nature or be in close proximity of Males.)

Further advice will need to be sought from different communities to enable a clearer picture of how the needs of those vulnerable groups may need to be supported within this policy and associated SI's. Further consultation is needed with minority community groups that may support particular vulnerable groups within a religious community e.g. those at risk of religious related honour crimes and religiously motivated attacks.

(e) Sex (include gender reassignment)

This Policy recognises trans phobic hate crime/incidents in relation to this area will be recorded when disclosed by the victim.

Guidance concerning how to support this group is available in the MF&RS Reaching all Communities on Merseyside guide will be part of the pre reading required for all staff to carry out the policy effectively and this will be endorsed through the crew based training to implement this policy area.

(f) Sexual Orientation

This Policy recognises Homophobic hate crime/incidents in relation to this area will be recorded when disclosed by the victim.

Guidance concerning how to best support this group vulnerable group is available in the MF&RS Reaching all Communities on Merseyside guide will be part of the pre reading required for all staff to carry out the policy effectively and this will be endorsed through the crew based training to implement this policy area.

Further advice will need to be sought from the LGB community to enable a clearer picture of how the needs of those vulnerable groups may need to be supported through this policy and its associated SI's.

(g) Socio-economic disadvantage

MF&RS has several stations in key areas of Socio-economic disadvantage such as City Centre, Toxteth, Birkenhead, St Helens, Kirkby and Bootle/Nether ton and Liverpool Marine Rescue and are key Safe havens for those members of the community who may be socially deprived and lead to being at risk of Hate crimes /incidents. Each appliance when attending an incident is also an extension of our services and can be utilised to note then report hate crime incidents on return to station.

No specific issues relating to the implementation of this policy would be affected by socio-economic disadvantage when services on station are requested. If a request for safe haven in a station ground resulted in an appliance not being available during the assistance phase of the safe haven then predefined procedures to provide fire cover are established, similar to the appliance being committed to a fire.

7. Decisions

If the policy/report/project will have a negative impact on members of one or more of the protected groups, explain how it will change or why it is to continue in the same way.

If no changes are proposed, the policy/report/project needs to be objectively justified as being an appropriate and necessary means of achieving the legitimate aim set out in 1 above.

1. Training is needed for staff concerning the implementation of the Hate Crime Policy, specifically on safe havens and hate crime reporting. Operational staff and advocates will need additional information on hate crime and arson incident reporting. The training will also need to make staff aware of any equality considerations for each of the equality groups mentioned in the conclusions section above.
2. The Policy will need to be underpinned by supporting documents (SI) in order to allow implementation to take place effectively and fairly for all groups.
3. A guidance document would be available at each location and be available on the portal.
4. A monitoring and review process is required in order to check the process is appropriate and functional and to ensure that there is a robust system for hate crime recording for each equality groups.
5. The introduction of Safe Havens will need to be managed alongside the outcomes of the current Access audit which is due for completion in May 2013.
6. A portal page should be implemented for Hate Crime. This would be a central depository for the Hate Crime Policy, Hate Crime reporting, arson reporting, safe haven activations, and target hardening. This would also hold information regarding posters for safe havens, hate crime PowerPoint training and statistical information relating to hate crime.

8. Equality Improvement Plan

List any changes to our policies or procedures that need to be included in the Equality Action Plan/Service Plan.

No specific changes to the Hate Crime Policy required as such, however there is some advice throughout this EIA which will need to be taken into account when developing and writing the underpinning Service Instructions

