

# Public authority commitment and action to eliminate targeted harassment and violence

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## Executive summary

### Introduction

*'How Fair is Britain?'*, the Equality and Human Rights Commission's (the Commission's) first Triennial Review of inequality in 2010, identified targeted harassment as one of the most important challenges to human rights, equality and good relations facing Britain today. The Commission uses the term 'targeted harassment and violence' (hereafter referred to as targeted harassment) to describe any unwanted conduct, violence, harassment, or abuse targeted at a person because of their age, disability, gender, race, religion or belief, sexual orientation, transgender status or a combination of these characteristics. The reality faced by many people across Britain is one of being targeted on a daily basis because of who they are.

The Commission initiated this project in January 2010, to examine public authority action to eliminate targeted harassment. At that time, the evidence base on public authorities' responses to targeted harassment was unsystematic and under-developed.

When the research was conducted, public authorities were expected to prevent harassment as a result of different forms of disability, gender and race equality legislation. The Equality Act 2010 introduced a new Public Sector Equality Duty from April 2011. It applies in England, Scotland and Wales. This duty covers age, disability, gender, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion and belief and sexual orientation and will ensure that public authorities have due regard to the need to:

- eliminate unlawful discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
- advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it; and
- foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

The public authorities included in the research were those in the criminal justice system, including the Police, Probation, Crown Prosecution Services/Crown Office Prosecutor Fiscal Service, and additionally, Local Authorities, Registered Social Landlords (RSLs) and Passenger Transport Executives.

This report describes the first attempt at a systematic investigation of what the aforementioned public authorities in Britain are doing to eliminate targeted harassment directed at people on the grounds of age, disability, gender, race, religion or belief, sexual orientation or transgender status.

An online survey was developed to enable public authorities in England, Scotland and Wales to self-report their actions and received a total of 213 completed responses. The survey was supplemented by detailed qualitative interviews with a small sample of authorities. It is not possible to generalise from the survey findings to give a statistically accurate picture of the situation across Britain, or make meaningful comparisons between England, Scotland and Wales. Rather, the research provides invaluable insight into public authority activity on targeted harassment for the first time.

## **Key findings**

### **Policies**

The majority of the public authorities that responded to the survey - over 90 per cent - reported their policies included something in them about harassment targeted at people on the grounds of either age, disability, race, gender, transgender status, religion or belief or sexual orientation. The figures were similar for the Police, Local Authorities and RSLs and there was no significant variation in the responses across the different protected grounds.

### **Action plans**

A clear action plan can help translate policies into actions. Respondents were less likely to state that they had action plans than policies or strategies. Around 4 in 10 respondents stated they had action plans that included something in them about targeted harassment for either age, disability, race, gender, transgender status, religion or belief or sexual orientation. They were more likely to have action plans on race/ethnicity (61 per cent) and least likely to have them for age (49 per cent). Police respondents were more likely, and RSLs less likely, than the other authorities to have action plans.

### **Use of data on the prevalence and impact of targeted harassment in developing policies, strategies and action plans**

Using evidence in developing policies and action plans is an important public sector equalities principle, in that initiatives on targeted harassment should be informed by

evidence. Respondents were most likely to say that they did not use data on the **prevalence of harassment** by age (64 per cent) and transgender status (60 per cent) when developing their policies/strategies or action plans. However, these are two of the ‘newer’ strands and data on these forms of harassment are not widespread and routinely collected to date. Just over half of the sample said they did not use data on the prevalence of harassment on gender, race or disability either.

The respondents were **less likely** to state that they gather and use data on the **impact of targeted harassment** on different groups, than the **prevalence** of targeted harassment.

### **Involvement of people and groups in developing policies, strategies and action plans**

Between 1 and 2 in 10 of respondents had not involved people from the various protected groups when developing their policies/strategies and/or action plans. The findings did not show large differences in involving different groups. Despite the involvement of disabled people being a specific requirement of the disability equality duty, just over a tenth (12 per cent) of respondents said that their organisation had not involved this group.

### **Conducted equality impact assessments in developing policies, strategies and action plans**

The principle of conducting equality impact assessments (EIAs) is an important one in considering the impact of policies and actions upon different groups. Approaching half of the authorities in the sample reported they had not conducted EIAs for any of the different groups. Local Authorities were most likely to have conducted EIAs, especially for race/ethnicity (63 per cent).

### **Partnership working**

The central importance of working in partnership with relevant agencies, including those who represent the protected equality groups, is a key feature of the research. The majority of respondents – 95 per cent – worked with other organisations to tackle targeted harassment, indicating that partnership work is highly regarded and an important practice. Nearly two thirds (64 per cent) said they worked with third sector organisations. The majority that worked in partnership did so through community safety partnerships.

The survey asked public authorities whether they had developed multi-agency information sharing, when developing their policies and action plans, in order to pool

valuable evidence. Just over half of the sample had shared information with regard to all groups; the exception was for age (47 per cent), which is a consistent finding across the data, in that actions on age were least developed. Local Authorities were more likely than others to have developed multi-agency sharing around targeted harassment, with almost 7 in 10 (68 per cent) doing so for race/ethnicity.

Respondents said that successful partnership working to address targeted harassment was contingent on a wide range of factors, including agreed outcomes and realistic expectations; all agencies/organisations working towards the same goal/objectives; all partners demonstrating real commitment by allocating resources; designated funds, and effective leadership. Similarly, a range of barriers to successful partnership working were cited by respondents, including organisations having competing priorities and agendas; a 'silo' mentality; budget protectionism; organisations not being willing to share information; and badly drafted information sharing protocols.

## Prevention

### Recognition of role in preventing targeted harassment

Of critical importance is whether authorities recognise that they have a role in preventing targeted harassment, and this was investigated by the research. Almost one in five respondents (18 per cent) **did not recognise that they have a role** in preventing targeted harassment, despite most authorities having some obligations under existing equalities and human rights legislation. This included almost a quarter (24 per cent) of RSLs and just under a fifth (17 per cent) of Local Authorities.

### Taking action to prevent harassment

Nearly a fifth (19 per cent) of those who recognised that they have a role reported taking **no form of action** to prevent targeted harassment – with a higher proportion of respondents from Local Authorities (22 per cent) reporting taking no action than RSLs (15 per cent) and the Police (12 per cent).

The main actions they had undertaken were: publicity and general awareness raising/education that harassment is unacceptable; promoting understanding and tolerance of different groups in society; working with communities to identify and address emerging tensions; and building community cohesion (for example, with neighbourhood development projects and community action days) to promote belonging within neighbourhoods and between different communities. Examples included the use of poster and media campaigns; ambient media (such as beer mats, street campaigns, leaflets and bus panels); programmes in schools; and work with

members of local communities facing especially high rates of victimisation such as bus and taxi drivers and frontline retailers.

The survey asked which factors are key in developing successful approaches to preventing targeted harassment from happening in the first place. The importance of early intervention and building community confidence were highlighted. Partnership working was also described as being key. Reference was made to schools, the Fire and Rescue Service, health services and the university sector in addition to the public authorities involved in the research.

### **Barriers to preventing harassment**

Lack of baseline information on harassment, and problems in disentangling the complex factors involved, were the explanations given for being unable to highlight particularly successful approaches to prevention of harassment towards particular groups.

The barriers to preventing harassment that were identified by respondents included: lack of resources; lack of specialist expertise and intelligence; a societal culture that supports discrimination, and general prejudice or attitudes in relation to harassment.

## **Reporting**

### **Recognition of role in helping people to report targeted harassment**

Respondents were most likely to recognise their role in helping people to **report** targeted harassment. The importance placed upon helping people to report targeted harassment by public authorities is a key finding in the research. Only 5 per cent of respondents **did not recognise that they have a role** in helping people to report targeted harassment.

### **Taking action to help people to report targeted harassment**

Action to help people to report targeted harassment was a key area of work identified in this research. Respondents referred to a range of actions they were taking to maximise the reporting of targeted harassment, including: the development of third party reporting centres at a variety of venues (for example Lesbian, Gay, Bisexual and Transgender (LGBT) centres and schools); better training of staff; developing and promoting a wide variety of reporting options/mechanisms to suit a wide range of people who might be reluctant to use, or were simply unaware of, the more traditional routes (for example a confidential 24-hour reporting line); 'protected group-specific' reporting material (such as Easy Read/large print/Braille for disabled people, or provision in a 'youth-friendly' manner for young people), and developing public

'confidence', particularly in vulnerable communities, to approach the Police/other organisations to report incidents (for example through conferences).

Respondents cited a number of key factors in the development of successful approaches to help people report incidents of targeted harassment, including providing publicity and information which raises awareness of harassment and helps people to 'name' what happens to them; offering victims a variety of ways to report harassment according to their needs; ensuring that people know where and how to report; responding quickly to problems and providing solutions; and creating credibility within communities through a belief that action will be taken.

### **Barriers to reporting harassment**

Respondents gave detailed responses about barriers to reporting harassment, and were able to highlight more specific issues for groups than in any other section of the report. Barriers identified by respondents included: people thinking they would not be believed or taken seriously or that no action would be taken; fear of repercussions and reprisals (particularly in gender/Lesbian Gay Bisexual (LGB) cases); people's lack of awareness regarding what constitutes harassment and 'tolerance' of routine forms of harassment.

## **Recording**

### **Recognition of role in helping to record incidents of targeted harassment**

The research reveals the importance of the need for public authorities to recognise their role in recording incidents of harassment reported to them. Respondents were slightly less likely to recognise they have a role in **recording** incidents of targeted harassment, than supporting people to **report** it. Just over a tenth (11 per cent) of respondents **did not recognise they have a role** in recording incidents of targeted harassment.

### **Taking action to record targeted harassment**

Respondents who were taking action reported using a dedicated database/computer/management system, keeping incidents in a register, and keeping a log/record. The key factors involved in developing successful approaches to recording targeted harassment included: using a reporting form that was easy to complete and understand; a willingness on the part of all agencies to share data; and the availability of accurate and easy to use data recording systems.



## **Barriers to recording harassment**

Barriers to recording harassment included: a lack of a decent database or software limitations; data protection issues; the under-reporting of incidents; and lack of staff knowledge and resources.

## **Helping victims**

### **Recognition of role in helping victims of targeted harassment**

The importance of clarifying the specific role of public authorities in helping victims of targeted harassment was highlighted by this research. Over a tenth (15 per cent) of respondents **did not recognise that they have a role** in helping victims of targeted harassment. While all of the Police Forces and the vast majority of RSLs were clear in their role, only around three quarters (78 per cent) of Local Authorities recognised that they have a role.

### **Taking action to help victims of targeted harassment**

Nearly a fifth (17 per cent) of respondents who recognised that they have a role reported taking no form of action to help victims. The actions taken to support victims in the survey included: referrals to appropriate support groups and services, both statutory and voluntary; provision of guidance; and emotional and practical support, and the provision of target hardening equipment. In the survey, respondents did not differentiate in their actions to support victims from different groups, except in referring people to the relevant support and agencies, and this also applied to their consideration of what had been successful/barriers.

Developing successful approaches to helping victims of targeted harassment identified by respondents included: offering a variety of reporting options; being able to devote significant time to the victim; and gaining victims' trust.

### **Barriers to helping victims**

Barriers to helping victims identified by respondents included: difficulties in accessing support services in rural areas; the victim not being willing to accept support; and reductions in funding or a lack of resources.

## **Work with perpetrators**

### **Role in working with perpetrators of targeted harassment**

The survey defined perpetrators as '*people that evidence indicated had committed an act/or acts of targeted harassment (including those who have received non-criminal sanctions or criminal legal sanctions)*'.

Respondents were least likely to recognise that had any role in working with perpetrators of targeted harassment. Over 4 in 10 (44 per cent) survey respondents **did not recognise that they have a role** to play in working with perpetrators of targeted harassment, with RSLs (80 per cent) reporting much more of a role than Local Authorities (52 per cent) and the Police (50 per cent). The survey also included a small number of other authorities, including probation services, with a distinct role in working with perpetrators, though their numbers were too small to report upon. Greater recognition of their a role in work with perpetrators will be required by public authorities in the future.

Nearly a fifth (18 per cent) of respondents who recognised that they have a role reported taking no form of action with perpetrators of targeted harassment. The most common actions were: use of relevant legislation (often anti-social behaviour legislation and tools); restorative justice work in partnership with other agencies, and challenging offending programmes. In general, respondents gave details of generic approaches to working with perpetrators rather than outlining different responses to specific types of targeted harassment.

Successful approaches to work with perpetrators of targeted harassment included: acknowledgement of a problem by the perpetrators themselves; the availability of targeted resources; finding capacity in other agencies who were able to make the required interventions; not adopting a 'one size fits all' approach but instead treating perpetrators as individuals with unique needs and reasons for their behaviour; and enforcing the importance of intervention and enforcement with young perpetrators.

### **Barriers to work with perpetrators**

Some respondents who identified a role cited barriers to working with perpetrators, including: their entrenched attitudes/beliefs/behaviours and their unwillingness to engage with (often voluntary) interventions.

## **Support, guidance and training**

### **Is the right support and guidance available to organisations?**

The majority of the Police Forces and RSLs that responded felt that the right support and guidance on targeted harassment was available to them in relation to each of the protected groups. This is a positive finding. Local Authority respondents were least likely to feel this to be the case. Organisations were most likely to say they had the right support and guidance in relation to race/ethnicity and least likely to say they had it in relation to age.

Though most respondents felt they had the right **support**, they suggested improvements including: a centralised team who could be called on for advice and support, or who could deliver training to relevant staff; more support for agencies delivering support services to victims and witnesses, and a central source of information about existing best practice.

The qualitative interviews facilitated a more detailed exploration of the types of support that public authorities would find useful in developing their work on targeted harassment. Suggestions included: providing opportunities for practitioners to come together to learn, to meet others working in the same field and to share promising practice; promoting the development of Equality and Diversity Steering Groups within public authorities; providing a central port of call for information/advice/guidance on developing approaches and on clarifying legislation; and writing to all local authority Chief Executives to emphasise the continuing importance of their (mandatory) work on targeted harassment.

In relation to **guidance**, respondents suggested simple guidance that incorporates all harassment issues into a user-friendly format; guidance which is not based exclusively on the experiences of unitary authorities or urban populations; and best practice guidance (addressing issues such as working with perpetrators, helping victims, improving reporting, and preventing harassment).

Respondents did not specify support or guidance for their work around harassment for particular groups in the survey. In the qualitative interviews, they expressed a need for guidance on developing approaches to the intersection of protected groups and on addressing human rights for victims and witnesses.

## **Training**

While nearly all the Police respondents and the majority of RSL respondents reported having provided training on the targeted harassment of all protected groups, only around four fifths of Local Authority respondents had done so.

Equally, just over four fifths of respondents felt that staff in their organisation required **training/further training** on targeted harassment. Fewer RSL respondents stated that staff in their organisation needed training/further training compared to their Police and Local Authority counterparts. The findings that most organisations have covered training on harassment targeted at different groups for their organisation, does not tell us about the **type and content** of what they received. Respondents clearly felt that they could benefit from **more** training on these issues.

## **Moving forward**

### **Priorities for the next 12 months**

When asked what their organisation's priorities were in relation to targeted harassment for the next 12 months, the most commonly reported priority actions related to increasing reporting. Other priorities included reviewing and updating relevant policies and procedures; improving support services for victims (especially repeat victims); improving responses to stop targeted harassment when it is reported; increasing community confidence and satisfaction; developing a more robust evidence base to inform future activity or priorities; strengthening partnership working; and continuing to deliver and develop training to staff. The most commonly reported priority action from the qualitative interviews was further to develop community engagement. This focus was believed to have multiple potential benefits, including increased public confidence and cohesion; improved reporting rates, and greater involvement of communities in the development of public authority responses to targeted harassment.

### **Planning for public sector cuts**

At the time of the research, the scale and nature of the public sector budget cuts was unknown, though some public authorities were already undergoing substantial organisational restructuring – adding to the uncertainty over future posts and funding. Interviewees thought that good leadership, integrated approaches to equality and support for its implementation would help to protect work on targeted harassment.

Aside from anticipating reduced resources for community engagement, many respondents were concerned about the impact of public sector spending cuts upon their ability to deliver ongoing staff training and awareness-raising. They feared that budgets for publicity, awareness-raising and building community cohesion would be cut, severely restricting the positive development of community work. Other specific aspects of work thought to be particularly at risk of being cut included: perpetrator programmes; support services for victims; taking 'low-level' harassment cases; and service delivery to rural/remote communities.

### **Intersecting identities**

Interviewees reported that they tended to rely upon how victims interpreted the 'main focus' of the harassment they experienced. They acknowledged that this can result in obscuring certain forms of harassment as victims may be more confident in discussing certain aspects of their identity (for example, their ethnicity, physical disability or gender) than those they may feel more sensitive about (such as their sexual orientation, transgender status or mental health status). The evidence suggests that authorities are starting to make the links between targeted harassment

and individuals with complex identities, though this work is in the early stages of development.

### **Human rights approaches**

The links between the rights of individuals to be safe and free from harassment are inseparable. Treating targeted harassment as a human rights issue, in addition to how it perpetuates inequality, is increasingly important in the public domain. For some organisations taking part in the research, a human rights approach – and with it the focus on empowerment, inclusion and the right to live free from harassment – was integral to the development of their strategies and working practices. This was not widespread across the authorities in the research and requires more detailed examination.

### **Preparation for the Public Sector Equality Duty**

This aspect of the research was explored with a small sample of qualitative interviewees. They argued that they were fairly well prepared and would not need to change their fundamental approaches, but might take the opportunity further to develop training and dissemination of their policies and procedures. Many expressed the hope that the Equality Act/Public Sector Equality Duty would give them the facility to simplify their policy processes and ensure that each protected ground is afforded the same level of priority. Similarly, they hoped that the Act would make it simpler to apply the legislation – moving away from strand-based actions to approaches that draw intersectional links together more cohesively.

### **Conclusions and implications**

Although the research was successful in generating rich findings, the self-reporting nature of the methodology and the response rate (whilst comparable to many other online surveys) do not enable broad generalisations to be made about the national picture, or variations between England, Scotland and Wales. Nevertheless, this research provides the first detailed insight into work being developed in relation to targeted harassment towards different groups, across a sample of public authorities in Britain.

The research found that while the majority of respondents stated they had policies in place that include something about targeted harassment, fewer had action plans. A substantial minority of the authorities in the sample, especially RSLs, had no action plans on targeted harassment for the seven equality groups, and were least likely to have them in place for age. Making public commitments through measurable and resourced actions via action plans is an area for improvement in some public authorities.

Survey findings suggest that, among all public authorities, there is scope to involve user groups and potential beneficiaries more extensively in the development of strategic responses. This is particularly so in the context of age and transgender status-related harassment.

Working with other organisations to tackle targeted harassment is highly regarded and an important practice in the research. This is one of the key ways that respondents said they engaged with the different equality groups in their work around targeted harassment, and is a crucially important interface.

Alongside partnership working, respondents were most likely to have developed their work and action with all equality groups in helping people to report targeted harassment. This section of the research implies that authorities are taking on board a variety of approaches to help people to report, and have developed a greater understanding of the barriers to certain groups, notwithstanding their own role in this process.

Other findings, however, suggest that public authorities need to have a better recognition of their role in tackling targeted harassment. Apart from a reasonable consensus regarding their role in helping people to report and in recording targeted harassment, respondents – both collectively and individually – were divided over how far they had a role in prevention, helping victims and working with perpetrators.

Translating good intentions expressed in policy into action that makes a positive difference to people experiencing targeted harassment remains a key challenge. The demands made of public authorities in balancing their immediate organisational priorities, resource constraints, national drivers and other barriers are not insubstantial, but respondents described a high level of commitment to this work and a willingness to learn and share new approaches. The research uncovered examples of positive practice and there is clearly imaginative work being undertaken.

The research suggests that authorities are making some progress in the development of their thinking around targeted harassment for different groups in their policies, partnership working and in improving reporting. But there are clear signs that prevention of targeted harassment, and work with victims and perpetrators, is less developed in relation to different groups. Indeed, some authorities do not believe they have a role in these regards, and are taking no action in these areas, which leaves their service users vulnerable.

Public authorities will need to develop more preventative approaches to eliminate harassment targeted at a range of groups. Developing ways of measuring the impact,

success or shortcomings of all their actions on targeted harassment, will be crucial. The new public sector equality duty covering authorities in England, Scotland and Wales from April 2011 is outcome-focused which means that public authorities will need to monitor and evaluate how effective their action is. The decreasing numbers of those taking action, monitoring and evaluation in relation to prevention, reporting, recording, supporting victims and working with perpetrators highlights the need for a step-change in this area of activity in particular. This research describes the reported barriers to developing action and also analyses factors pivotal to successful development and implementation of work. This is key transferable learning for public authorities to develop their future work on targeted harassment.

There remains more scope for organisations to think about developing alternative and innovative ways of engaging with the perpetrators of targeted harassment. This is especially the case with regard to equality groups that have had lower political profiles, such as targeted harassment perpetrated against people because of their age, disability, sexual orientation or transgender status. Attention also needs to be given to developing interventions for perpetrators whose prejudices are intersectional.

Finding ways for authorities to learn from each other and develop practice in a coordinated way would have a number of immediate benefits: it would help to reduce the sense of isolation that can be felt by those charged with developing local diversity and equality practice; it would encourage a more consistent approach to tackling targeted harassment in all its guises; and it would ensure that good practice is the norm. The way in which experiences, perceptions and needs can be affected by intersectional identities merits greater attention from those working in this field. Whether or not the introduction of the Equality Act helps to redress this, there remains a need for guidance to help organisations make practical sense of the complexities that intersectional identities generate. There is, however, no avoiding the need to provide adequate and continuous resourcing for services undertaking preventative work, work with victims and work with offenders.

In order to enhance and demonstrate the effectiveness of their work, public authorities must be more proactive in evaluating the effectiveness of their policies, strategies and actions. This will be required by the outcome-focused nature of the new Public Sector Equality Duty. Public authorities must also be alive to the consequences of failing to deliver action on policies: on victims; on those with whom they work in partnership; and on the wider public whose faith in both the frontline deliverers of public services and in the importance of human rights depends on the achievement of effective practice across all groups.





## 1. Introduction

*How Fair is Britain?* (Equality and Human Rights Commission, 2010), the Commission's first Triennial Review, identifies that targeted harassment is one of the most important challenges to human rights, equality and good relations facing Britain today. At the time of the research, the existing public authority statutory duties to eliminate harassment and promote the safety and security of people under disability, gender and race equality legislation were to be extended by the Public Sector Equality Duty introduced under the Equality Act. From 5 April 2011, the Public Sector Equality Duty covers age, disability, gender, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion and belief and sexual orientation. Public authorities will have a general duty to have due regard to the need to:

- eliminate unlawful discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
- advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it; and
- foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

Due to the unsystematic and under-developed nature of the existing evidence base on public authorities' responses to targeted harassment, the Equality and Human Rights Commission commissioned the University of Leicester, ARCS (UK) Ltd and Keele University in January 2010 to examine public authority action to eliminate targeted harassment and to identify any barriers to the further development of such work. The research undertaken included a review of background literature, an online survey of key public authorities across England, Wales and Scotland, and a small number of in-depth interviews – with fieldwork taking place between March and July 2010. This report describes the findings arising from this work.

This report provides the very first attempt at a systematic investigation of what public authorities in Britain are doing to eliminate targeted harassment directed at people on the grounds of age, disability, gender, race, religion or belief, sexual orientation or transgender status.

### 1.1 Research aims and objectives

The main aim of this research was to explore '*the extent that public authorities in England, Scotland and Wales have made a commitment to or are taking action to*

*eliminate targeted harassment and violence of people on the grounds of age, disability, gender, race, religion or belief, sexual orientation or transgender status’.*

The scope of the research was ambitious and broad. It explored a wide range of different targeted harassment issues. A wide variety of different public authorities were examined and the geographical scope covered the entire range of different legal, policy and practice environments found in each of the three countries in Britain.

The research was designed to examine the action of public authorities throughout the criminal justice system as well as other public authorities that have responsibilities covering ‘hot spots’ where incidents of targeted harassment occur in higher numbers. This includes Local Authorities and other public authorities involved in the provision of homes and transport such as Registered Social Landlords (RSLs) and passenger transport executives. Schools and colleges were not included in the sample as the Commission was undertaking separate research into local action to prevent and respond to identity based bullying of young people.

More specifically, the research was designed to examine the extent to which the commitment, priorities and performance of public authorities on targeted harassment might be associated with:

- the integration or harmonisation of local policies and strategies
- active engagement of people from vulnerable groups in the design and delivery of work to address targeted harassment
- activity designed to prevent targeted harassment
- reporting arrangements for targeted harassment
- the recording and analysis of information on targeted harassment
- available forms of support for victims of targeted harassment
- the use of criminal and other sanctions against perpetrators of targeted harassment; and
- monitoring and evaluation activities on targeted harassment that gauge effectiveness and could inform/improve future practice.

## 1.2 Key definitions

Targeted harassment relates to any act of harassment (including violence) that is targeted at someone because of their age, disability, gender, race/ethnicity, religion or belief, sexual orientation, transgender status, or a combination of these characteristics. The seven equalities characteristics within this definition are known as ‘protected grounds’.

The term ‘targeted harassment’ includes incidents across a spectrum of severity – from what could be considered ‘low level’ (for instance, verbal abuse and other anti-social behaviour) to the most serious cases (such as grievous bodily harm, murder and rape). The term includes *violence against women and girls* (VAW&G) as defined by the United Nations,<sup>1</sup> *hate crime and hate incidents* as defined by The Association of Chief Police Officers (ACPO) and the Crown Prosecution Service (CPS),<sup>2</sup> *crime motivated by malice or ill-will towards a social group* as defined by the Scottish Government Working Group on Hate Crime<sup>3</sup> and *any other unwanted, exploitative or abusive conduct targeted at individuals* within the seven groups.

For this research, perpetrators were defined as ‘people who evidence indicates have committed an act/or acts of targeted harassment (including those who have received non-criminal sanctions or criminal legal sanctions)’.

### 1.3 Report structure

The report is structured around eleven chapters. The next chapter (Chapter 2) briefly describes the research methods used for this research. Chapter 3 presents the key background research literature, policies and legislation relating to targeted harassment. Chapters 4 to 10 present the key findings from both the online survey and the qualitative interviews. Chapter 4 examines the drivers, policies, action planning and partnership work described by research respondents. Chapter 5 describes the prevention activity that was reported. Chapter 6 explores the reporting activity taking place at the local level. Chapter 7 explores the recording activity taking place at the local level. Chapter 8 highlights the work being developed to help victims. Chapter 9 explores the work being undertaken with perpetrators. Chapter 10 summarises key findings in relation to respondents’ needs for support, guidance and training.

The report concludes with Chapter 11, which discusses how the findings generated by this research can be used to help public authorities move forward in their work on targeted harassment.

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<sup>1</sup> Declaration on the Elimination of Violence against women  
[http://www.unhchr.ch/huridocda/huridoca.nsf/\(symbol\)/a.res.48.104.en](http://www.unhchr.ch/huridocda/huridoca.nsf/(symbol)/a.res.48.104.en)

<sup>2</sup> <http://www.homeoffice.gov.uk/documents/hate-crime-action-plan/hate-crime-action-plan2835.pdf?view=Binary>

<sup>3</sup> <http://www.scotland.gov.uk/Topics/Justice/crimes/8978> – legislation around aggravated crime in Scotland currently covers race, religion and belief. The Offences (Aggravation By Prejudice) (Scotland) Act 2009 received Royal Assent in July 2009 and covers crime aggravated by prejudice on grounds of disability, transgender identity or sexual orientation.

## 2. Research design

### 2.1 Background review

The background review (see Chapter 3) examined the range of equality, human rights and criminal justice legislation and policies that relate to targeted harassment and violence. This included an examination of discrepancies between the equality groups covered by the Equality Act 2010 and the differences experienced by minority groups who are often homogenised under generic labels (i.e. 'race hate crime victims'). In addition to the academic literature, reports published by both independent organisations and the Home Office were reviewed for evidence of the prevalence and impact of targeted harassment experienced by different groups. Police and prosecution statistics provided data on both conviction trends and the attrition rate for various types of identity-based crimes. Information was also sourced from various support organisations, contributing specialist knowledge of current issues (including the 'intersectionality' of targeted harassment). Wherever possible, the review differentiates between evidence and policy in England, Scotland and Wales.

### 2.2 Development of contact database and final sample

Contact databases were developed for public authorities throughout England, Scotland and Wales. All Local Authorities, Police Forces, Probation Services/Trusts and Passenger Transport Executives across Scotland, England and Wales were contacted. The great majority of RSLs in Scotland (226 out of 251) and Wales (42 out of 44) were also contacted. However, the absence of a complete, centrally accessible email contact list for RSLs for England meant that 218 out of 1,861 RSLs in England were contacted within the timescale and resources available to the project. These totals included all RSLs with available email details. The research team also made telephone contact with a number of RSLs – prioritising contact with Housing Associations.

Where a relevant contact could be established, and the authority had not declined to take part in the research, emails inviting individuals to participate in the research were sent to public authorities.

An initial interview schedule was developed and piloted with 15 public authority representatives. Given the need to maximise understanding (particularly of the Welsh and Scottish contexts), it was not appropriate to take a proportional sub-sample for the pilot interviews. Rather, the research team sought to gain maximum breadth of coverage of public authorities across organisation type and locations – as summarised in Table 2.1:

**Table 2.1 Distribution of pilot qualitative interviews**

	<b>Police Force</b>	<b>Local Authority</b>	<b>Probation Service</b>	<b>Registered Social Landlord</b>	<b>Passenger Transport Executive</b>
England	-	7	1	1	1
Scotland	1	1	-	-	1
Wales	1	-	1	-	-

The online survey was designed, piloted, and then launched mid-March 2010. A Welsh translation of the survey was also made available. The online survey closed in early July 2010. Table 2.2 shows that a total of 1,051 Police Forces, Local Authorities, Probation Services, RSLs and PTEs were invited to participate in the survey and that 213 organisations did so, representing an overall response rate of 20 per cent in these five categories.

**Table 2.2 Composition of sample**

	<b>Police Force</b>	<b>Local Authority</b>	<b>Probation Service</b>	<b>Registered Social Landlord (RSL)</b>	<b>Passenger Transport Executive (PTE)</b>
Initial sample	51	407	76	510	7
Actively decline	18	59	19	26	0
Non-respondents	12	221	52	442	6
Achieved sample	<b>21</b>	<b>127</b>	<b>5</b>	<b>42</b>	<b>1</b>
<i>% of initial sample participating</i>	41	31	13	2	14

As Table 2.2 shows, the strongest response to the online survey amongst these five groups was from Police Forces and Local Authorities, while the response rate amongst RSLs was by far the lowest.

In addition, the research team contacted the Crown Prosecution Service covering England and Wales (CPS) and the Crown Office and Procurator Fiscal Service (COPFS) covering Scotland. The CPS also encouraged its members in English regions to respond and in total there were eight responses from the CPS/COPFS group.

Nine other responses to the online survey were received. Five of these were from Community Safety Partnerships, two were Charities, one was from the National Health Service and one respondent did not state their organisation. These

respondents had received information about the survey from public authority representatives within their area.

The response rates in England, Scotland and Wales for the five groups identified in Table 2.2 are outlined in Table 2.3, while Table 2.4 profiles the achieved sample by region and country.

**Table 2.3 Response rates by country**

<b>Country</b>	<b>Police Force %</b>	<b>Local Authority %</b>	<b>Probation Service %</b>	<b>Registered Social Landlord (RSL) %</b>	<b>Passenger Transport Executive (PTE) %</b>
England	44	31	15	1	17
Scotland	25	31	N/A <sup>#</sup>	7	0
Wales	50	32	0 <sup>##</sup>	6	N/A
<i>Total</i>	<i>41</i>	<i>31</i>	<i>13</i>	<i>2</i>	<i>14</i>

Note #: In Scotland, probation services are delivered through Criminal Justice Social Work Departments within each local authority. To reflect this, the research team retained respondents' categorisation of their 'organisation' as a local authority. There were three responses (8%) to the online survey from Scottish Criminal Justice Social Work Departments (and in addition, one qualitative interview was conducted with a representative of a Scottish Criminal Justice Social Work Department).

Note ##: A qualitative interview was, however, conducted with a representative of the Welsh probation service.

Note ###: Email contact details could only be obtained for a small proportion of English RSLs. The percentages of RSLs invited to partake in the online survey were: England 12% (218 out of 1,861); Scotland 90% (226 out of 251); and Wales 95% (42 out of 44).

**Table 2.4 Profile of achieved sample**

Region/country	Police Force (No.)	Local Authority (No.)	Probation Service (No.)	RSL (No.)	PTE (No.)	CPS / COPFS (No.)	Other (No.) <sup>#</sup>	Total
Wales	2	7	0	3	0	1	0	13
Scotland	2	10	N/A	16	0	1	1	30
<i>England:</i>								
East	1	19	0	4	0	0	1	25
South East	4	23	0	6	0	0	0	33
North East	2	5	0	2	0	0	2	11
Yorkshire and the Humber	1	10	2	0	0	1	2	16
North West	4	11	0	0	1	1	0	17
East Midlands	1	11	0	1	0	2	2	17
West Midlands	1	8	0	1	0	1	1	12
South West	2	12	2	6	0	1	0	23
London	1	11	1	3	0	0	0	16
<i>Total</i>	<i>21</i>	<i>127</i>	<i>5</i>	<i>42</i>	<i>1</i>	<i>8</i>	<i>9</i>	<i>213</i>

Note: #; The 'Other' category includes: 'Community Safety Partnership' n=5; 'Charity' n=2; 'NHS' n=1; and 'Not answered' n=1.

### Non-respondents

As noted in Table 2.2, 122 public authorities actively declined to take part in the online survey, while a much larger number (733) did not respond. Those who actively declined to participate did so at two key stages of the process. The first opportunity arose during initial contact with organisations to establish the correct person for the email invitation to be sent to. Among those individuals who decided not to participate in the survey were a small number of potential respondents (n=25) who gave the research team explicit reasons for their decision. These included: deemed not 'appropriate' for organisation (range of reasons) (n=14); passed request onto colleague (n=10); and too busy (n=1).

The second opportunity to decline arose when the email invitations were sent out. At this stage 97 individuals emailed the research team to decline the invitation. Eighteen failed to give a reason; the rest gave the following explanations: respondent felt not appropriate person (n=36); organisation unable to respond at present (n=19); deemed not 'appropriate' for organisation (range of reasons) (n=13); organisation felt that it did not hold the information to complete the survey (n=6); did not like the survey (n=5); and no explanation offered (n=18).

## Missing data

The survey was designed to include a broad range of issues and different groups, and its length may have been off putting to some authorities, thus affecting response rates. In addition, it was potentially challenging to complete the survey. In order to do so, one person was required to have an overview of action for the whole organisation, or to gather evidence from colleagues in order to complete it. This may have affected response rates, and is the likely reason for a high number of missing item responses for certain sections of the survey.

### 2.3 Qualitative interviews

Interviews with a small sample of public authority representatives were conducted between April and July 2010. The sample was devised to reflect the distribution of authorities across the regions/countries and across the different organisation types. The design attempted to include a range of authorities, in differing stages of development in relation to their work on targeted harassment.<sup>4</sup> The final sample of qualitative interviews is described in Table 5.

**Table 2.5 Achieved sample for the qualitative interviews**

Public Authority	Wales (No.)	England (No.)	Scotland (No.)
Registered Social Landlord	1	4	1
Local Authority	1	13	2
Police Force	1	2	1
Probation Service	1	2	1
Passenger Transport Executive	N/A	1	1
Crown Prosecution Service/ Crown Office and Procurator Fiscal Service	N/A	1#	0
<i>Total</i>	<i>4</i>	<i>23</i>	<i>6</i>

Note: #; The interview with the CPS's corporate centre covered both England and Wales.

### 2.4 Analysis

Although the survey was successful in generating rich findings, the response rates (whilst comparable to many other online surveys) were too low to make broad generalisations about the national picture, or to make comparisons between England, Scotland and Wales. Nevertheless, when all methodological caveats are applied, the

<sup>4</sup> These respondents were identified from the online survey.



survey does provide invaluable and rich insight into how some public authorities are developing their targeted harassment work.

### 3. Background

#### 3.1 Introduction

There is a wide range of equality, human rights, criminal and other legislation and policy that is relevant to addressing the problem of targeted harassment across all equality groups, and to improving good relations. This section of the report contextualises the problem of targeted harassment in relation to equality, good relations and human rights. It goes on to provide a brief overview of the data, criminal legislation and policy relating to targeted harassment and ends by examining existing evidence on public authorities' responses to targeted harassment. The section differentiates between variations in evidence and policy in England, Scotland and Wales, wherever possible and appropriate.

#### 3.2 Equality, good relations and human rights

As explained in Chapter 1, targeted harassment can be seen as any act of psychological, physical, sexual or exploitative harassment, violence or abuse, across the whole spectrum of severity that is directed against a person because of a single equality characteristic of their identity, or a combination of these, including: age, disability, gender, race, sexual orientation, religion or belief or transgender status. This collective term covers a range of issues including the wide spectrum of violence against women and girls as defined by the United Nations;<sup>5</sup> 'hate crime' in Britain, known as 'bias crime' in America (Perry, 2001; Dixon and Gadd, 2006; Chakraborti and Garland, 2009); hate incidents as defined by the ACPO and the CPS;<sup>6</sup> crime motivated by malice or ill-will towards a social group as defined by the Scottish Government Working Group on Hate Crime;<sup>7</sup> and any other unwanted, exploitative or abusive conduct targeted at individuals within the seven equality groups listed above.

Recognition of the links between equality, rights, harassment and violence has been enshrined in laws designed to eradicate discrimination on the basis of identity. At the time of the research, public authorities in Britain had statutory equalities duties relating to the prevention of targeted harassment under existing disability, gender and race equality legislation. They had a general duty to have due regard to the need to promote good relations between people of different racial groups under existing race equality legislation. They also had a duty to have due regard to the need to

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<sup>5</sup> Declaration on the Elimination of Violence against women  
[http://www.unhchr.ch/huridocda/huridoca.nsf/\(symbol\)/a.res.48.104.en](http://www.unhchr.ch/huridocda/huridoca.nsf/(symbol)/a.res.48.104.en)

<sup>6</sup> <http://www.homeoffice.gov.uk/documents/hate-crime-action-plan/hate-crime-action-plan2835.pdf?view=Binary>

<sup>7</sup> <http://www.scotland.gov.uk/Topics/Justice/crimes/8978>

promote positive attitudes towards disabled persons and to encourage participation by disabled persons in public life under existing disability equality legislation.

The Equality Act 2010 introduced a new Public Sector Equality Duty from 5 April 2011. This duty covers age, disability, gender, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion and belief and sexual orientation. It places a general duty on public authorities to have due regard to the need to:

- eliminate unlawful discrimination, harassment, victimisation, and any other conduct that is prohibited by or under this Act;
- advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it; and
- foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

Safety and security are a pre-condition for good relations to exist between people from different backgrounds. The extent to which individuals, their friends and relatives or others who share a particular equality characteristic feel safe is a good indicator of their level of perceived personal safety, and this in turn affects their behaviour and their ability and opportunity to interact with others. Therefore, preventing targeted harassment, and the fear this creates, is a key factor in fostering good relations.

The Equality and Human Rights Commission's 2010 Triennial Review cited putting an end to targeted harassment as one of the key challenges facing Britain. Targeted harassment poses a serious barrier to equality for people from all protected groups and can have a significant negative effect on the life chances of those who experience it. Incidents of targeted harassment constitute abuses of human rights for the people who experience them, as they violate their physical integrity as protected by the prohibition of inhuman and degrading treatment and the right to a private life.

The Human Rights Act 1998 places a duty on public authorities to ensure that their policies, programmes and services protect the human rights of people in the UK. It sets out the fundamental rights and freedoms that all individuals in the UK have access to. A number of these relate to targeted harassment, including the following:

- the right to life;
- protection from torture and inhuman and degrading treatment ;
- protection from slavery and forced labour;

- right to liberty and security;
- right to respect for private and family life; and
- protection from discrimination.

### 3.3 Challenges to assessing the prevalence and impact of targeted harassment

The key sources of criminal justice data are those collected by the Police, the Crown Prosecution Service/Procurator Fiscal and the British and Scottish crime surveys. The Citizenship Survey in England provides non-criminal justice data on racist and religious harassment. National data on hate crime are available in relation to racially and religiously aggravated offences and on crimes related to age, disability, homophobia and transphobia in England and Wales; in Scotland, they are available only in relation to racially and religiously motivated crimes (Equality and Human Rights Commission, 2010). Currently, there are no national data published on levels of targeted harassment reported to Local Authorities or RSLs.

Challenges include the significant under-reporting of all targeted harassment. There are variations in the ways that different Police Forces report and refer cases of hate crime in all three nations (Equality and Human Rights Commission, 2010). When targeted harassment is reported, there is currently no harmonised approach to recording and collecting data by different public authorities, or in official surveys. Sexual orientation, transgender and religion or belief data are under-developed. When collected, data are rarely disaggregated or reported by specific religions, impairment types, or by different ethnic, sexual orientation or age groups.

In order to gain greater insight into targeted harassment, it is necessary to draw upon a range of official datasets, policy documents and research projects. The Commission's first Triennial Review (Equality and Human Rights Commission, 2010) attempts to assess the scale and nature of targeted harassment for all equality groups in Britain to date, and provides perhaps the most up-to-date overview of where the gaps are.

Sections 3.4 to 3.8 present a brief overview of evidence on targeted harassment related to race, religion or belief, sexual orientation, transgender status, disability, gender and age.

### 3.4 Race and religion or belief

Race and religion or belief are two separate protected grounds under the Equality Act 2010, and while the motivation for targeted harassment can be very different at the level of individual cases, the most significant criminal justice data sources conflate

racial and religious aggravation in their statistical counts. Hence we are considering both types of targeted harassment together in this review.

Data on Police recorded hate crime shows that 42,634 race and 2,007 religious/faith hate crimes were recorded by Police Forces in England and Wales during 2009 (ACPO, 2010). According to the Citizenship Survey, in 2008-09, 9 per cent of people felt that racial or religious harassment was a 'very/fairly big problem in their local area'; this was unchanged since 2007-08. Respondents from ethnic minority groups (17 per cent) and those aged 16-24 years old (15 per cent) were most likely to think this (Department for Communities and Local Government, 2010).

There is a sizable body of evidence to suggest that levels of faith-based hostility have risen markedly in recent years (Community Security Trust, 2011; McGhee, 2010; Fekete, 2009; Chakraborti, 2007) and this has been exacerbated in part by reactions to the terrorist attacks of September 11 2001 and July 7 2005 and the 'transfer of tensions' from the Middle East to Britain, as well as by political and media responses to immigration (Chakraborti and Garland, 2009). However, levels of religiously motivated offences are difficult to gauge with any precision from official sources of data. This is not least because of the conflation of racial and religious aggravation in statistical counts referred to above and the low number of prosecutions brought under existing religious aggravation legislation. The same is true also of racist offences, which despite the improvements made to Police reporting and recording practices in the years since the Macpherson report, cannot be measured accurately through reference to Police figures alone. Indeed, while Ministry of Justice figures for 2007/08 show that the Police in England and Wales recorded a total of 57,055 racist incidents, British Crime Survey estimates for the same year present a much higher total of 207,000 racially motivated offences (Ministry of Justice, 2009).

Racially and religiously aggravated crime is no less a problem in Scotland, although the contexts in which some of it happens may be slightly different. For the six year period prior to 2008/09, there were a total of 3,431 charges of an offence aggravated by religious prejudice in Scotland (Crown Office Procurator and Fiscal Service (COPFS), 2010b), whilst for racially aggravated crimes, this number increases seven-fold to 24,708 (COPFS, 2010a). In rural parts of Scotland the enhanced visibility of minority ethnic populations increases their vulnerability to victimisation. Research into racist victimisation in Scotland has found that people from ethnic minorities living in low ethnic density areas experience more racial harassment than those living in high ethnic density areas (Netto *et al.*, 2001; de Lima, 2005). At the same time, other studies have discovered low rates of reporting to the Police among inner-city minority ethnic groups in Scotland, some of whom expect to encounter

prejudice and/or do not wish to be identified as 'victims', especially if they are relatively young (FronDIGOUN *et al.*, 2007). A Catholic/Protestant divide among white populations contributes substantially to the religiously aggravated crime recorded in Scotland (McAspurren, 2005; Doyle, 2006).

### 3.5 Sexual orientation and transgender status

Sexual orientation and transgender status are two separate grounds under the Equality Act 2010 and they cannot be considered to be interchangeable characteristics with respect to the identities of victims. However, the most significant criminal justice data sources also conflate sexual orientation and transgender status. Hence we are considering both types of targeted harassment together in this review.

Data on Police recorded hate crime show that 4,711 sexual orientation and 305 transgender hate crimes were reported to Police Forces in England and Wales during 2009 (ACPO, 2010). This represented an increase from the 4,300 sexual orientation and 200 transgender hate crimes reported to Police Forces in 2008 (Office for Democratic institutions and Human Rights (OSCE), 2009).

The Crown Prosecution Service reported that 3,400 defendants were prosecuted for homophobic or transphobic crimes in England and Wales in the four years ending March 2009, with most of these being for offences against the person and public order offences. During this period the conviction rate rose from 71 per cent in 2005/06 to 81 per cent in 2009/10 (CPS, 2010a).

Research reveals that Lesbian, Gay, Bisexual and Transgender (LGBT) populations under-report targeted harassment. For example, Stonewall's analysis of the experiences of 1,721 lesbian and gay men in Britain in 2008 found that as many as one in five had been a victim of homophobic violence or harassment within the previous three years. Despite the development of third party reporting options, only six per cent of those surveyed had made use of these resources, and only one in four had reported their experiences to the Police. Instead, many respondents suggested that they took measures to limit their exposure to hostility through regulating their behaviour, social movements or appearance (Dick, 2008).

Research by Williams and Robinson (2007) found that 22 per cent of their sample of 354 lesbian, gay and bisexual people living in Wales had experienced homophobic harassment in the 12 months prior to their study and, despite two thirds involving violence, most described these incidents as 'not very serious' with only a small proportion reporting the incidents to the Police. Those who reported their incident were generally dissatisfied with the Police response and the outcome of their case.

Studies of trans populations reveal high levels of victimisation and worryingly low levels of reporting (Whittle *et al.*, 2007; Morton, 2008). As with other forms of targeted harassment, the prevalence of transphobic incidents is difficult to gauge not only because victims are often reluctant to report their experiences but also because there is considerably less research focusing specifically on the transgendered experience of victimisation. Indeed, that experience has all too often been subsumed under the generic LGBT umbrella. Consequently its specificities have often been overlooked or marginalised (Chakraborti and Garland, 2009).

Whittle *et al.*'s 2007 online survey of 872 trans people found that 73 per cent of respondents experienced comments, threatening behaviour, physical abuse, verbal abuse or sexual abuse while in public spaces. Trans people were reluctant to report such incidents to the Police (Whittle *et al.*, 2007). Similarly, in 2008 only 200 transphobic hate incidents were reported to the Police in England and Wales. Certainly, reporting trends and prosecutions appear to be lower for transphobic incidents than they are for homophobic incidents (Lombardi *et al.*, 2001; CPS, 2009a). Fear of exposure and repercussions, unfair treatment by authorities, and the anticipated negative outcome of going to trial were among the main reasons that victims of transphobia and homophobia alike gave for not reporting their experiences (Dick, 2008; Whittle *et al.*, 2007). Nevertheless, two thirds of the trans victims who had interacted with the Police claimed they would be 'quite or very confident' of being treated in an appropriate manner by the Police in the future (Whittle *et al.*, 2007).

### 3.6 Disability

In 2009, 1,319 disability hate crimes were recorded by Police Forces in England and Wales (ACPO, 2010). This represented an increase from the 800 disability hate crimes recorded in 2008 (OSCE, 2009). Yet, research with disabled respondents reveals that disabled people may be more likely to be at risk of, and to experience, victimisation than non-disabled people (Equality and Human Rights Commission, 2009). The Disability Rights Commission (DRC) (2004) suggested that one in five disabled people reported that they had suffered harassment in public due to their impairment at least once. Forty-seven per cent of respondents in Scotland had experienced some form of hate crime due to their disability, with most occurring in public areas and involving repeated attacks by strangers (DRC, 2004). Disability hate crime involves a lower proportion of public order offences (i.e., those involving threatening or violent behaviour) and a higher proportion of property offences (theft and handling, burglary and robbery) than other forms of targeted crime (Equality and Human Rights Commission, 2010).

Quarmby (2008) has drawn attention to the extent and severity of targeted violence and hostility against disabled people. Sin *et al.* (2009) discovered that ongoing 'low-

level' incidents are widespread, and often go undetected or are ignored by criminal justice agents. These kinds of incidents, however, do have a major impact on disabled people in terms of their emotional wellbeing, and can rapidly escalate into more serious forms of violence and threatening behaviour. More commonly, victims take steps to avoid further victimisation, such as altering their behaviour and movements or moving home to try and lessen their vulnerability to victimisation (DRC, 2004). But this can be difficult when abuse is repeatedly perpetrated by someone with a close relationship to the victim. In such instances, victims often become even less willing to report it (Mind, 2007). Research has shown that disabled people are especially reluctant to report victimisation within the home. Reasons for the under-reporting of domestic incidents against disabled people include a reluctance to perceive the action as a crime and/or 'wrong', as well dependency on the abuser (Hunter, 2007; Scottish Government, 2007). Disabled people subjected to this kind of abuse tend to be reluctant to interact with the Police, fearing trivialisation, disbelief, their case not being prioritised, and hence a worsened relationship with their abuser (Mind, 2007). Conviction rates for disability related hate crime appear to be particularly low. In 2009/10 there were only 506 prosecutions for disability-motivated crimes in England and Wales which was an increase from the 292 prosecutions in 2008/09. The conviction rate over the same period fell slightly from 76.1 percent in 2008/09 to 75.7 per cent in 2009/10 (CPS, 2010a).

### 3.7 Gender

Walby and Allen (2004) demonstrated that almost half of women in England and Wales experienced some form of domestic or sexual assault in their lifetimes, or were the victims of stalking. Previous studies into violence against women in Scotland estimate that as many as one in five women may have incurred abuse from partners (Macpherson, 2002) or ex-partners and ex-spouses (Breitenbach and Wasoff, 2007). In many cases, women were repeat victims of this abuse (Greenan, 2004).

Since 1997, the number of cases of rape being recorded by the Police has risen: this not only reflects a rise in reported incidents, but also reflects changes in the 'counting rules' under which crimes are recorded, and to legislation on sexual offences (Equality and Human Rights Commission, 2010). The proportion of cases referred to the Crown Prosecution Service that were charged rose from 30 per cent (1,963 out of 6,590 cases) in 2006/07 to 36 per cent (2,798 out of 7,683 cases) in 2009/10. The proportion of convictions (calculated as a percentage of prosecuted cases) rose from 55 per cent (1,778 out of 3,264 cases) in 2006/07, to 59 per cent, (2,270 out of 3,819 cases) in 2009/10 (CPS, 2010 b).



In the five years ending in March 2010, there were over 312,100 prosecutions for domestic violence offences in England and Wales with the number of successful convictions showing an increase from 65 per cent in 2006-07 to 72 per cent in 2009-10 (CPS, 2010 b). In 2008, the former Labour Government published its first Violent Crime Action Plan, which outlined plans to expand the number of Specialist Domestic Violence Courts as part of its strategy to increase conviction rates. Similar strategies are in place in Scotland, where the Police recorded over 53,000 cases of domestic violence in 2008-09, indicating an 8 per cent increase on the previous year (Scottish Government, 2009).

Repeat victimisation has similar impacts on the mental health of the victims of domestic abuse to other forms of prejudice-based harassment and violence (Goodey, 2005). Coy *et al.* (2009) demonstrate how violence against women costs the NHS almost £1.4 billion a year.

### 3.8 Age

Other than the CPS, few official data sources explore harassment targeted at people because of their age. The literature tends to include evidence on child abuse and bullying of younger people, with limited statistical evidence on the abuse of older people.

At the end of March 2010, there were 35,700 children who were the subject of a child protection plan (DfE, 2010). As many as 47 per cent of young people in England reported being bullied at the age of 14 (Green *et al.*, 2009). Two thirds of lesbian, gay and bisexual students in Britain (Stonewall, 2007) and four fifths of disabled young people in England (DCSF, 2008) reported being bullied.

In the three years ending March 2010, 143 defendants were prosecuted for child abuse crimes where the principal offence was murder and 9,348 were prosecuted for crimes with the principal offence category of offences against the person (CPS, 2010b).

Four per cent of people aged over 65 and living in private residences reported that they experienced mistreatment (both abuse and neglect) from family, care workers or acquaintances in the previous year, giving a figure of approximately 342,400 older people suffering from this form of victimisation (O'Keeffe *et al.*, 2007). This contrasts markedly with the number of people prosecuted for crimes against older people, which in 2009-10 stood at 1,993 defendants (CPS, 2010b). It is worth noting however that it is likely that the people reporting their experience of harassment in this survey did not all necessarily report this to the police.

### 3.9 Intersectionality

The term 'intersectionality' is used to denote the ways in which people have 'different' identities that may change over time, these influence individual experiences and how others may react. Such reactions include the perpetration of targeted harassment. Crenshaw (1989) originally used the term 'intersectionality' to show how Black women's experiences were comprised of multiple dimensions as a result of their interacting identities. Conceptualising 'intersectionality' within public policy is not always easy, not least because of the tensions between presenting intersectional identities as either fully integrated (Crenshaw, 1991) or separate, cumulative, and/or linked (Yuval-Davis, 2006).

The concept of 'intersectionality' is important for understanding how experiences of targeted harassment are compounded for some victims (Government Equalities Office (GEO), 2009). The harassment of lesbian women, for example, is sometimes caused by both homophobia and misogyny. This may also be the case in some instances of harassment against transgendered people. The higher level of victimisation incurred by male-to-female (MtF), as opposed to female-to-male (FtM) transgender people has been explained by gender oppression in society (Whittle *et al.*, 2007; Mitchell and Howarth, 2009). Transphobic harassment may therefore be more akin to violence against women, although it tends to be included alongside discourses of homophobia. There is also evidence to suggest that transgender people from lower socio-economic backgrounds are more vulnerable to targeted harassment than those from higher socio-economic backgrounds (Lombardi *et al.*, 2001).

Lesbian women and gay men from black or ethnic minority communities sometimes experience harassment because of their sexual orientation and their ethnicity. Stonewall suggested that black and ethnic minority lesbians and gay men were three and a half times more likely than white people to have experienced unwanted sexual contact and twice as likely to have experienced a physical assault (see section 3.5; Dick, 2008).

Evidence from the British Crime Survey suggests that disabled women were twice as likely to experience domestic abuse as non-disabled women, and were more likely to be repeat victims and experience more severe injuries as a result of greater levels of violence (Hague *et al.*, 2007). Levels of violence against women with learning disabilities have been reported to be greater than against similar men (McDonagh, 2006).

### 3.10 Criminal and civil legislation

This section highlights key types of legislation that relates to certain equality groups and targeted harassment. It does not attempt to provide a comprehensive overview of all criminal law that can be used to prosecute targeted harassment towards all groups: for example, offences against children are omitted.

In the UK, protection against the incitement of racial hatred, originally enshrined as part of the Race Relations Acts of 1965 and 1976, can be found in its most recent form within section 17 of the Public Order Act 1986. This Act prohibits the use of words or behaviour deemed to be ‘threatening, abusive or insulting’, and imposes both a subjective standard of guilt where there is intention to stir up hatred and also an objective threshold where ‘having regard to all the circumstances racial hatred is likely to be stirred up thereby’. This Act was amended by the Racial and Religious Hatred Act 2006 to include protection against the incitement of religious hatred within England and Wales, although the more recent offence has a higher legal threshold in that it applies only to threatening (and not abusive or insulting) words and behaviour, and it requires the prosecution to prove that the perpetrator deliberately intended to stir up religious hatred. Protection against incitement has since been further extended by section 74 of the Criminal Justice and Immigration Act 2008 which covers the incitement of hatred on the grounds of sexual orientation under a similar threshold to that specified under the Racial and Religious Hatred Act, though as yet no incitement legislation exists in relation to age, disability, gender or transgender status.

A limited number of racially aggravated offences were introduced across England, Scotland and Wales by sections 28-32 of the Crime and Disorder Act 1998, which enabled higher penalties to be attached to crimes that are motivated by hostility towards a person’s racial group. Although under its original framework enhanced penalties could only be imposed in cases of assault, public order, harassment and criminal damage, section 153 of the Powers of Criminal Courts (Sentencing) Act 2000 (replacing section 82 of the 1998 Act) requires the courts to regard evidence of racial hostility as an aggravating feature when deciding upon the sentence of any offence.

This principle of empowering courts to impose higher sentences in cases where there is evidence of hostility directed towards the victim’s identity was extended by section 39 of the Anti-Terrorism, Crime and Security Act 2001, which created further provisions relating to religiously aggravated offences in England and Wales. Similarly, section 146 of the Criminal Justice Act 2003 created provisions for offences aggravated by a person’s disability or sexual orientation in England and Wales, although these differ from the previous sets of provisions in that they are

considerations to be made at the point of sentencing as opposed to offences in their own right. Schedule 21 of the Criminal Justice Act 2003 states that, in England and Wales, murders aggravated by hostility on the grounds of race, religion or sexual orientation can be considered as factors when determining a minimum mandatory sentence; age, disability, gender or transgender status are not specifically referenced.

Other relevant legislation in this context includes the Protection from Harassment Act 1997 which through its civil and criminal remedies offers victims of targeted harassment a further possible source of protection against the types of behaviour for which prosecution under other offences might be difficult to achieve (Mason, 2005). Similarly, the Malicious Communications Act 1998, as amended by the Criminal Justice and Police Act 2001, makes it an offence to send a letter or any form of electronic communication, including telephone calls, emails or text messages, which contain an indecent message, or which conveys a threat or false information designed deliberately to cause the recipient distress.

In Scottish common law, courts can take any aggravating factor into account when sentencing someone found guilty of any offence. Amendments to the Public Order Act 1986 and the Crime and Disorder Act 1998 enhanced provisions for racial hostility whilst the Criminal Justice (Scotland) Act 2003 accounted for religious prejudice. Meanwhile, the Offences Aggravated by Prejudice (Scotland) Act 2009 brought Scotland into line with England and Wales through its recognition of offences motivated by malice or ill-will directed towards a victim's actual or presumed disability, sexual orientation and transgender identity.

The Forced Marriage (Civil Protection) Act 2007 offers civil remedies to victims or potential victims of forced marriage. Twenty-three Protection Orders have been issued since it came into force in November 2008 (CPS, 2009). The Prohibition of Female Circumcision Act 1985 made Female Genital Mutilation (FGM) a criminal offence in the UK. However, to date no cases have been prosecuted.

### 3.11 Policies related to targeted harassment

A wide range of policy has been developed by various agencies in England, Scotland and Wales to respond to different types of targeted harassment. This section provides a brief overview of the most relevant policy at the time of writing.

*No Secrets* (Department of Health 2000) was published in 2000 in England by the Department of Health and Home Office to address the abuse of vulnerable adults. *Safe In Wales* (Welsh Government 2004) is the Welsh equivalent. In Scotland, the Adult Support and Protection (Scotland) Act 2007, was introduced to provide a

statutory footing for the protection of vulnerable adults. *Every Child Matters: Change for Children* (DfES 2004) set out the previous Government's approach to the wellbeing of children and young people from birth to age 19 in England. This was further developed through publication of the *Children's Plan* (DCSF 2007), a 10-year strategy to make England the best place in the world for children and young people to grow up. As part of delivering this plan, guidance on tackling bullying in the community for a range of agencies in England, including Local Authorities and transport providers, was published in 2009.

In March 2011, the Home Office published an action plan, entitled *Call to End Violence against Women and Girls*, outlining the actions the government will take partners to deliver its strategy to tackle violence against women and girls. In March 2010, the Welsh Assembly Government published *The Right to be Safe* (Welsh Government 2010) a six-year integrated strategy for tackling all forms of violence against women. *Safer Lives: Changed Lives* (The Scottish Government 2009) is the shared approach to tackling violence against women and girls developed by the Scottish Government. These strategies have included a focus on tackling domestic violence, female genital mutilation, sexual exploitation, rape and forced marriage, all of which disproportionately affect women and girls

In 2008, ACPO and the National Policing Improvement Agency published guidance on investigating domestic abuse for Police Forces. ACPO also produced guidance and a good practice guide on hate crime in 2000 (ACPO 2000) and subsequently in 2005 (ACPO 2005). Although not yet available at the time of writing, an updated guidance manual is due to be published by ACPO. In September 2010, The Association of Chief Police Officers in Scotland (ACPOS 2010) published a Hate Crime Guidance Manual for Scottish Police Forces. The CPS has produced a range of guidance for England and Wales in relation to prosecuting disability, racist, religious, homophobic and transphobic hate crime; violence against women and girls and crimes against older people.

The Scottish Working Group on Hate Crime was set up by the Scottish Executive in 2003. Recommendations from the working group on the most appropriate measures needed to combat crime based on hatred towards social groups in Scotland were published in 2004. The Home Office, under the previous government, published a cross-governmental hate crime action plan for England and Wales in 2009. This highlighted the challenges in tackling hate crime identified by the Home Office, outlined the government's long term vision for tackling hate crime and included 70 actions for a range of government departments as well as other agencies. In December 2010, the coalition government published *The Equality Strategy – Building a Fairer Britain* (GEO, 2010) which highlights what will be done to tackle bullying and

hate crime. This includes action to tackle bullying in the Schools White paper, promoting better recording of hate crimes, particularly those against disabled people and LGBT people; encouraging people to report hate crime; being alert to crimes being committed against members of all faith communities; working with local communities to take appropriate steps to safeguard people and property, and promoting good practice in responding to all forms of hate crime (for example action to tackle hatred perpetrated over the Internet).

### 3.12 Evidence on action to tackle targeted harassment by public authorities

The evidence base on what actions public authorities across Britain have taken to tackle targeted harassment is under-developed and piecemeal. Before this study, there had been no systematic attempt to investigate what public authorities state they are doing to eliminate targeted harassment across all equality groups.

There is some evidence regarding public authority action across Britain in relation to certain types of targeted harassment, including the aforementioned research into the provision of Violence Against Women and Girls support services (Coy *et al.*, 2009) and at the local level in relation to local responses to hate crime in the North East of England (Equality and Human Rights Commission, 2009). A survey of Crime and Disorder Reduction Partnerships (CDRPs, now known as Community Safety Partnerships, CSPs) in England and Wales identified that domestic violence was among the top three priorities for 40 per cent of partnerships (Local Government Association, 2009). Youth crime was among the top three priorities for 15 per cent of partnerships. Racist crime/other hate crime, sexual violence and women's safety was a priority for 1 per cent of partnerships.

Performance data for Police Forces in England and Wales showed that satisfaction with the overall service provided by Police to victims of racist hate crime increased from 75.8 per cent in 2007/08 to 77.8 per cent in 2008/09, though this was not a statistically significant change. Victims of racist hate crime were still less likely to be satisfied with the overall service provided by Police than the average – which was 83.1 per cent in 2008/09 (APACS, 2009).

The CPS publishes annual reports on performance in tackling targeted violence as highlighted in sections 3.4 to 3.8. The reports provide data on the volume and success of cases and the reasons for unsuccessful cases and other issues such in relation to referrals to support for victims. No other criminal justice agencies produce a report with a similar level of information for their performance on tackling targeted violence.

### 3.13 Conclusions

This chapter has examined the equality, good relations and human rights implications of targeted harassment and some of the issues surrounding experiences of, and responses to, targeted harassment across the seven equality groups in Britain. It is clear that there is a more comprehensive body of research and data on certain forms of victimisation (such as the targeting of ethnic minorities and violence against women) than others (such as the targeting of young people and transgender men and women). One reason why there is more data and research on racist crime is that the offences were introduced in 1998 in advance of criminal legislation on other types of hate crime such as disability and sexual orientation. The discrepancies may also be attributed to some people having greater representation by charitable, interest or pressure groups who lobby government to highlight the issues facing the people whom they represent. Equally, to some extent they may also be a result of the focus of the Stephen Lawrence Inquiry and its subsequent recommendations, and the activities of the pre-existing Equal Opportunities Commission, Disability Rights Commission and the Commission for Racial Equality. Such discrepancies may also impact on public authority priorities regarding staff training on equality issues. Intersectional identities may be overlooked within or between these groups, leading to some incidents not being recognised as involving multiple levels of targeted harassment. In order to obtain a more fully representative picture of how targeted harassment is experienced, responded to and addressed, it is important to discern what is known about each of the seven equality groups within public authorities, including what action is taken to eliminate targeted harassment, given the context of the new Public Sector Equality Duty that came into force on 5 April 2011.

## 4. Policies, action planning and partnership working

### 4.1 Policies/strategies and action plans

#### **Policies/strategies**

The majority of the public authorities that were surveyed, reported having policies/strategies that addressed targeted harassment. Over 90 per cent of all respondents stated that their organisation had policies in place that included something in them about harassment targeted at people on the grounds of: age, disability, race, gender, transgender status, religion or belief or sexual orientation. The figures were similar for the Police, Local Authorities and RSLs (see Appendix A – Table 1).

#### **Action plans**

The commitment to take action on targeted harassment is often signified by the existence of an action plan. Respondents were less likely to have action plans, than policies or strategies, that included anything about targeted harassment than policies or strategies. Over 4 in 10 of the authorities in the sample reported they had no action plans on targeted harassment for the seven equality groups. Public authorities in the sample were most likely to have action plans on race/ethnicity (61 per cent) and least likely to have them for age (50 per cent). The Police Forces were more likely to have an action plan on race/ethnicity (68 per cent), than age (42 per cent) or transgender status (58 per cent). Local Authorities were more likely to have an action plan for race/ethnicity (66 per cent) than age (56 per cent) or sexual orientation (59 per cent). RSLs were less likely than the other authorities to have action plans for the protected groups (see Appendix A – Table 1).

### 4.2 Gathering and using data

The importance of using evidence on equality in developing policies and action plans is an important public sector duty principle. Public authorities were asked whether they had used data on the prevalence of targeted harassment when developing their policies and action planning.

The findings (see Table 4.1) reveal that respondents were less likely to say that used data on the **prevalence** of harassment by age and transgender status when developing their policies/strategies or action plans. These are two of the 'newer' strands and data on these forms of harassment are not widely available. Nonetheless, just over half of the sample said they did not use data on the prevalence of harassment on gender, race or disability.



**Table 4.1 Gathering and use of data on the prevalence of targeted harassment**

	Other Authority	Local Authority	Police	Registered Social Landlord	Total
Age (yes)	21.1% <sup>#</sup> (4*)	45.9% (50)	26.3% (5)	17.1% (6)	35.7% (65)
Age (no)	78.9% (15)	54.1% (59)	73.7% (14)	82.9% (29)	64.3% (117)
Disability (yes)	28.6% (6)	55.5% (66)	57.9% (11)	26.3% (10)	47.2% (93)
Disability (no)	71.4% (15)	44.5% (53)	42.1% (8)	73.7% (28)	52.8% (104)
Gender (yes)	26.3% (5)	53.9% (62)	44.4% (8)	23.7% (9)	44.2% (84)
Gender (no)	73.7% (14)	46.1% (53)	55.6% (10)	76.3% (29)	55.8% (106)
Transgender status (yes)	20.0% (4)	51.3% (60)	36.8% (7)	17.6% (6)	40.5% (77)
Transgender status (no)	80.0% (16)	48.7% (57)	63.2% (12)	82.4% (28)	59.5% (113)
Race/ Ethnicity (yes)	23.8% (5)	59.2% (71)	57.9% (11)	25.6% (10)	48.7% (97)
Race/ Ethnicity (no)	76.2% (16)	40.8% (49)	42.1% (8)	74.4% (29)	51.3% (102)
Religion or Belief (yes)	21.2% (4)	53.8% (63)	52.6% (10)	20.5% (8)	43.8% (85)
Religion or Belief (no)	78.9% (15)	46.2% (54)	47.4% (9)	79.5% (31)	56.2% (109)
Sexual Orientation (yes)	25.0% (5)	52.1% (62)	52.6% (10)	18.4% (7)	42.9% (84)
Sexual Orientation (no)	75.0% (15)	47.9% (57)	47.4% (9)	81.6% (31)	57.1% (112)

Note: <sup>#</sup>: percentages are column percentages for each protected ground.

Note: \*: number in brackets indicates number of survey respondents.

Respondents were less likely to gather and use data on the **impact** on different groups, than the **prevalence** of targeted harassment. Only a minority of authorities in this sample are gathering and using data on the **impact** of targeted harassment for different equality groups, with the exception of the Police (see Table 4.2). This suggests that the development of policies/strategies and resulting actions, are not being informed by the required data. The least developed areas were age, transgender and sexual orientation.

**Table 4.2 Gathering and use of data on the impact of targeted harassment**

	Other Authority	Local Authority	Police	Registered Social Landlord	Total
Age (yes)	15.8%# (3*)	31.2% (34)	26.3% (5)	14.3% (5)	25.8% (47)
Age (no)	84.2% (16)	68.8% (75)	73.7% (14)	85.7% (30)	74.2% (135)
Disability (yes)	28.6% (6)	37.0% (44)	52.6% (10)	18.4% (7)	34.0% (67)
Disability (no)	71.4% (15)	63.0% (75)	47.4% (9)	81.6% (31)	66.0% (130)
Gender (yes)	21.1% (4)	37.4% (43)	38.9% (7)	15.8% (6)	31.6% (60)
Gender (no)	78.9% (15)	62.6% (72)	61.1% (11)	84.2% (32)	68.4% (130)
Transgender status (yes)	15.0% (3)	35.0% (41)	47.4% (9)	14.7% (5)	30.5% (58)
Transgender status (no)	85.0% (17)	65.0% (76)	52.6% (10)	85.3% (29)	69.5% (132)
Race/Ethnicity (yes)	28.6% (6)	42.5% (51)	47.4% (9)	17.9% (7)	36.7% (73)
Race/Ethnicity (no)	71.4% (15)	57.5% (69)	52.6% (10)	82.1% (32)	63.3% (126)
Religion or Belief (yes)	21.2% (4)	39.3% (46)	42.1% (8)	15.4% (6)	33.0% (64)
Religion or Belief (no)	78.9% (15)	60.7% (71)	57.9% (11)	84.6% (33)	67.0% (130)
Sexual Orientation (yes)	15.0% (3)	37.0% (44)	42.1% (8)	13.2% (5)	30.6% (60)
Sexual Orientation (no)	85.0% (17)	63.0% (75)	57.9% (11)	86.8% (33)	69.4% (136)

Note: #: percentages are column percentages for each protected ground.

Note: \*: number in brackets indicates number of survey respondents.

### 4.3 Conducting equality impact assessments

Under the previous public sector equality duties, public authorities were required to set out how they assessed the impact of policies and practices on race, disability and gender equality, including gender reassignment. Under the new public sector equality duty, public authorities are required to have due regard to their obligations to advance equality, eliminate unlawful harassment and foster good relations when making decisions on their policies and procedures. To have due regard, they need to understand the effects of their decision in relation to people with characteristics protected by the duty. Assessing the potential equality impacts of the decision will help them do this. For this purpose, the quality of the analysis is much more important than the production of a document.

Although not all of the authorities in the sample were covered by the public sector duties in the same way, the principle of analysing or assessing equality impacts is an important one, in considering the impact of policies and actions upon different groups (Table 4.3).

**Table 4.3 Conducting equality impact assessments**

	Other Authority	Local Authority	Police	Registered Social Landlord	Total
Age (yes)	36.8%# (7*)	58.7% (64)	52.6% (10)	34.3% (12)	51.1% (93)
Age (no)	63.2% (12)	41.3% (45)	47.4% (9)	65.7% (23)	48.9% (89)
Disability(yes)	38.1% (8)	60.5% (72)	52.6% (10)	36.8% (14)	52.8% (104)
Disability (no)	61.9% (13)	39.5% (47)	47.4% (9)	63.2% (24)	47.2% (93)
Gender (yes)	31.6% (6)	60.0% (69)	55.6% (10)	36.8% (14)	52.1% (99)
Gender (no)	68.4% (13)	40.0% (46)	44.4% (8)	63.2% (24)	47.9% (91)
Transgender status yes)	40.0% (8)	58.1% (68)	52.6% (10)	38.2% (13)	52.1% (99)
Transgender status (no)	60.0% (12)	41.9% (49)	47.4% (9)	61.8% (21)	47.9% (91)
Race/Ethnicity (yes)	38.1% (8)	63.3% (76)	57.9.% (11)	38.5% (15)	55.3% (110)
Race/Ethnicity (no)	61.9% (13)	36.7% (44)	42.1% (8)	61.5% (24)	44.7% (89)
Religion or Belief (yes)	31.6% (6)	61.5% (72)	57.9.% (11)	35.9% (14)	53.1% (103)
Religion or Belief (no)	68.4% (13)	38.5% (45)	42.1% (8)	64.1% (25)	46.9% (91)
Sexual Orientation (yes)	30.0% (6)	60.5% (72)	52.6% (10)	36.8% (14)	52.0% (102)
Sexual Orientation (no)	70.0% (14)	39.5% (47)	47.4% (9)	63.2% (24)	48.0% (94)

Note: #: percentages are column percentages for each protected ground.

Note: \*: number in brackets indicates number of survey respondents.

Table 4.3 indicates that respondents were much more likely to conduct EIAs in the development of their policies/strategies and planning around targeted harassment, than consider data on prevalence or impact. However, approaching half of the authorities in the sample had not conducted EIAs for any of the different groups. Local Authorities were most likely to have conducted EIAs, especially for race/ethnicity.

#### 4.4 Involvement of relevant people and groups

The principles of engagement, involvement and consultation with groups and communities are important in providing evidence for equality analysis or assessment and the identification and development of equality objectives. The previous equality duties encouraged engagement with people with different protected characteristics. The disability equality duty has a particular requirement for public authorities to **involve** disabled people in the development of disability equality schemes.

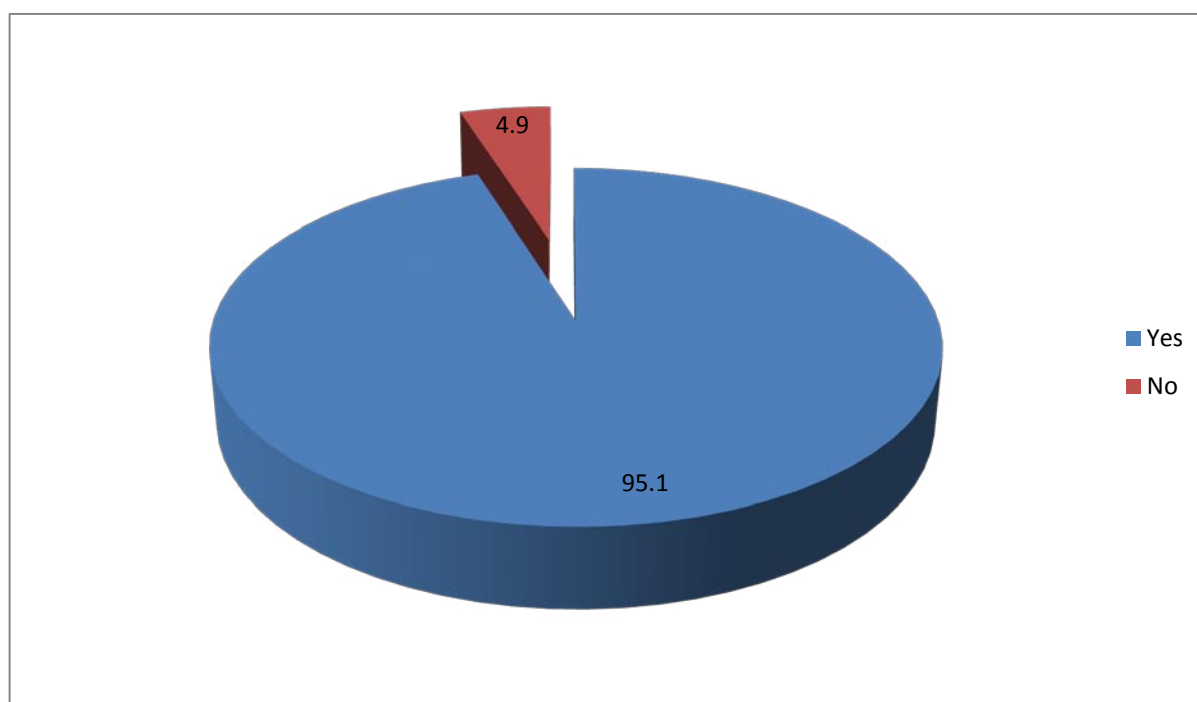
The survey asked public authority respondents if they had involved the people and groups who would be targeted and affected by harassment when they developed

their policies and action plans. Although not all of the authorities in the sample were covered by the public sector duties in the same way, only around 1 in 10 (12 per cent) had not involved disabled people in their policies/strategies and planning around targeted harassment. The respondents in this sample were least likely to have involved transgender people (19 per cent) and people by age (18 per cent). RSLs were the least likely to have involved people in any of the groups (see Appendix A – Table 2).

#### 4.5 Partnership working

Ninety-five per cent of the survey respondents reported working with other organisations to address targeted harassment, with Local Authorities and the Police reporting more partnership working than RSLs (see Appendix A – Table 3). Nearly two thirds (64 per cent) of respondents said they worked with third sector organisations (see Appendix A – Table 4).

**Figure 4.1 Percentage of respondents who work with other organisations to address targeted harassment**



Note: Percentages calculated from only from those who responded (either 'yes' or 'no' – missing responses not included) to the question 'Do you work with others to address targeted harassment?' (base = 203).

This scale of partnership working is likely to reflect the frequency with which work on targeted harassment is delivered by community safety and/or antisocial behaviour teams – themselves multi-agency partnerships. Indeed, just over 90 per cent of those involved in partnership working reported that their organisation was also a member of a partnership/wider body that addressed targeted harassment – and for

the vast majority, this was a Community Safety Partnership/Crime and Disorder Reduction Partnership (see Appendix A – Tables 5 and 6).

### **Developed multi-agency information sharing**

The survey asked public authorities whether they had developed multi-agency information sharing when developing their policies and action plans. Between half and three fifths of the sample had done this with regard to all groups. The exception was for age (47 per cent), which is a consistent finding across the data, in that actions on age were least developed. Local Authorities were more likely than others to have developed multi-agency sharing around targeted harassment, with almost 7 in 10 (68 per cent) doing so for race/ethnicity (see Appendix A – Table 7).

### **Successful partnership working**

In the survey, respondents were asked: 'From your experience, what are the key factors involved in successful partnership working to address targeted harassment?' The key factors involved in successful partnership working to address targeted harassment that were most commonly reported by respondents included:

- realistic expectations;
- all agencies/organisations working towards the same goal/objectives;
- all partners demonstrating real commitment by allocating resources;
- effective leadership;
- establishing codes of conduct and clear terms of reference;
- information sharing protocols;
- commitment at a strategic level;
- good communication;
- joint training; and
- regular meetings.

Respondents were also asked: 'From your experience, what are the key barriers to successful partnership working to address targeted harassment?' The commonly reported barriers to successful partnership working were:

- agencies/organisations have competing priorities/agendas which affects resources (including capacity and commitment);
- a 'silo' mentality;
- budget protectionism;
- organisations not willing to share information (with some organisations using 'data protection' and 'client confidentiality' as excuses for not sharing information);

- badly drafted information sharing protocols;
- not getting the right 'level' of officer to meetings;
- changing personnel/substitutes at meetings;
- agencies/organisations with differing definitions of targeted harassment;
- lack of awareness of existing groups; and
- mistrust between agencies/organisations.

#### 4.6 Summary

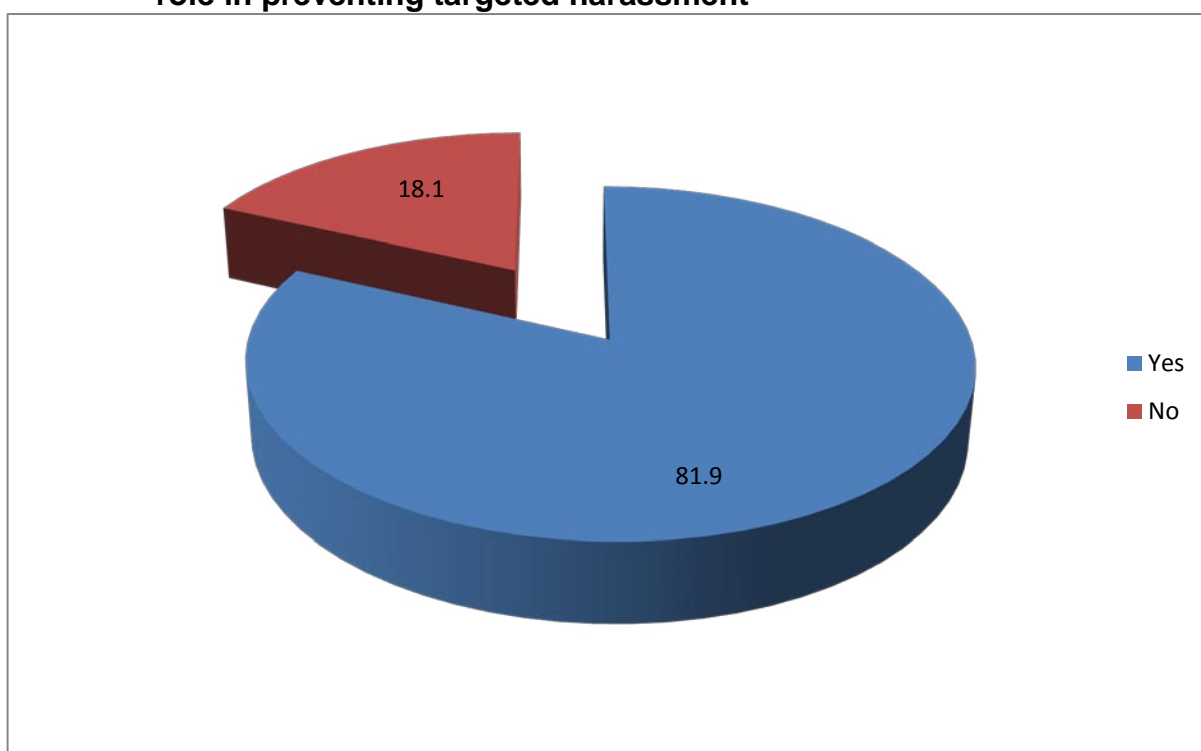
With multiple drivers diluting the influence that legislation has upon public authority work on targeted harassment, it is nevertheless evident that most respondents reported that their organisation had developed strategies/policies on targeted harassment across the equality groups. However, with over 4 in 10 authorities having no action plans for any of the groups, the extent to which intentions are being realised may largely be confined to a smaller number of public authorities. In terms of background work to inform the development of local policies/strategies and/or action plans, respondents were more likely to report developing multi-agency information sharing and conducting equality impact assessments, and were less likely to have examined the prevalence or impact of targeted harassment locally. Work on targeted harassment due to disability and race/ethnicity was most likely to be informed by all five approaches. Conversely, responses to age related and transgender harassment were least likely to be informed by this combination of evidence gathering. The vast majority of survey respondents reported working with other organisations to address targeted harassment – reflecting the frequency with which work on targeted harassment is delivered by multi-agency community safety and/or antisocial behaviour teams.

## 5. Prevention

### 5.1 Recognition of role in preventing harassment

Of critical importance is whether authorities recognise that they have a role in preventing targeted harassment, and this is something that the research investigated. Public authorities were asked about the nature of their role in preventing targeted harassment. Almost one in five respondents reported that their organisation **did not** recognise they have a role in preventing targeted harassment (see Figure 5.1).

**Figure 5.1 Percentage of respondents who recognised their organisation has a role in preventing targeted harassment**



Note: Percentages calculated from only those who responded (either 'yes' or 'no' – missing responses not included) to the question 'Does your organisation have a role in working with perpetrators of targeted harassment?' (base = 177).

The organisations that did not recognise their role in preventing targeted harassment included almost a quarter of RSLs, nearly a fifth of Local Authorities and six per cent of Police respondents (see Appendix A – Table 8). Arguably, this could be as a result of a greater focus on responding to targeted harassment or interpreted as a comment on a lack of *action* (as opposed to intention). But it could also reflect a lack of awareness among public authority of their duties in relation to preventing targeted harassment.

## 5.2 Forms of action taken to prevent harassment

Of the 145 respondents who recognised that their organisation did have a role in preventing targeted harassment, nearly a fifth reported taking **no form of action** to prevent targeted harassment – with a higher proportion of respondents from Local Authorities reporting taking no action than respondents from RSLs and the Police (see Appendix A – Table 9).

The qualitative interviews with authorities revealed how prevention work is commonly conceptualised in two ways:

- general population interventions aimed at preventing any harassment occurring in the first place; and
- targeted work in key areas, and with known/suspected perpetrators to prevent the recurrence of harassment (sometimes repeat victimisation, specifically).

Respondents were asked to describe some of the preventative work they had initiated via open responses in the online survey.

### **General population interventions included:**

- publicity and general awareness raising/education that harassment is unacceptable;
- promoting understanding and tolerance of different parts of society;
- working with communities to identify and address emerging tensions;
- building community cohesion (e.g. with neighbourhood development projects and community action days) to promote belonging within neighbourhoods and between different communities;
- improving the security of residential properties (e.g. estate enhancements to design out crime; target hardening; and deployment of CCTV); and
- making it explicit in tenancy conditions that harassment will not be tolerated.

### **Targeted work included:**

- using intelligence to target community cohesion work in specific areas; and
- working with offenders to prevent re-offending.

Survey respondents did not tend to specify different approaches to prevention for different groups and were more likely to cite general approaches, though some differences were uncovered in the qualitative interviews.

According to authorities, the prevention of targeted harassment is often developed in partnership with other organisations, including schools, the Fire and Rescue Service,



health services and the university sector. Respondents recognised the need to widen work on prevention to involve other organisations. The qualitative interviews uncovered one example of the private sector contributing to the development of awareness-raising materials. Another local authority interviewee reported developing preventative approaches across several local boroughs, using a multi-agency partnership steering group to address a wide range of community safety issues, including hate crime, hate incidents and community tensions. This group monitors incidents across the boroughs, steers fortnightly tasking groups and assesses the effectiveness of delivered interventions.

Local development of prevention work overlaps with the community cohesion agenda that has developed over the last decade. This focuses on promoting and celebrating diversity and involves a substantial amount of community engagement and work to promote positive images of different communities. Prevention work is also highly relevant to the new duty to foster good relations (specifically to tackle prejudice and promote understanding) between people who share a protected characteristic and those who do not. It was suggested that it is easier to develop preventative approaches to targeted harassment in smaller areas that have a strong community engagement infrastructure already in place. Some interviewees described the use of central hate incident databases,<sup>8</sup> Community Safety Partnership (CSP) statistical data and the development of neighbourhood profiles. Analysed on a regular (quarterly) basis, it is formally reported to the CSP to provide evidence of need for further development of prevention work. In one area such local intelligence was further strengthened by holding question and answer sessions with specific groups representing equality strands, in order to discuss the findings.

Poster and media campaigns have been developed in many regions. Respondents stated that these fulfilled a dual role of preventing targeted harassment, both by alerting potential perpetrators to the prospective consequences of committing targeted harassment, and alerting victims to local reporting mechanisms. The development of approaches using ambient media (beer mats, street campaigns, leaflets, bus panels etc.) to get messages into the broader community were also described. Some of this work was specifically targeted at areas/locations where relatively high levels of specific forms of targeted harassment were known to occur: for example, depositing beer mats which specified reporting routes and sanctions for targeted harassment in pubs with high levels of homophobic harassment; and community events/letter drops in areas with high levels of targeted harassment.

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<sup>8</sup> Created following development of a common reporting form that is used by all statutory and voluntary agencies.

On age related harassment, interview respondents focused more on their work with older groups, where a key issue is the lack of recognition/awareness of targeted harassment among this section of the community. For this strand, there is an overlap between targeted harassment and ‘home alone’ safety work (including bogus caller, doorstep safety, distraction burglary and trusted trader schemes), and household safety checks are sometimes offered as a means of trying to stop doorstep harassment. Disproportionate levels of fear of crime may result in older residents pre-emptively altering their behaviour – for example not going out at night – a response that may reduce the risk of victimisation, but diminishes their quality of life. Some respondents also stated that their organisations are developing work that focuses on intergenerational cohesion, although few details were provided.

When you’re talking about someone who is elderly or with a disability, trying to get them to understand that they are being targeted and it is a hate crime is difficult. It’s getting people to understand that they shouldn’t suffer.

(Local Authority respondent)

Work with young people on targeted harassment often overlaps with issues such as antisocial behaviour, anti-bullying work and personal safety, including cyber/e-bullying. Respondents described several preventive approaches targeted at schools – particularly awareness raising programmes often undertaken with Year 6 and Year 7 pupils making the transition to secondary school. This links to anti-bullying work and generally seeks to raise pupils’ awareness of the impact of a wide range of harassing behaviours, including cyber/text-bullying. The delivery method commonly reported was interactive, scenario-based workshops. In some areas, more strategic work is also being developed with Children’s Trusts, schools and other children’s settings to ensure consistent policies, definitions and a shared understanding of what targeted harassment is.

Some regions are working with people in their communities who have been identified as facing high rates of victimisation. Examples include:

- A six-month project<sup>9</sup> working with Sudanese taxi drivers and frontline retailers who had been identified as experiencing high rates of repeat victimisation. This involved a three-month study into the extent of under-reporting of victimisation, followed by a three-month examination of different preventive approaches (such as: taxi rank signage and stickers in taxis highlighting that targeted harassment is not to be tolerated; and the presence of taxi marshals). This

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<sup>9</sup> Funded by the Home Office Victim Fund Grant.

resulted in a reduction in the number of incidents and **all** taxi drivers reporting that they felt safer. Aspects of this work (using stickers in taxis and having taxi marshals at specific ranks) are planned to continue.

- Work with bus and taxi drivers (comprising a high proportion of Nepali men) to reduce levels of acceptance of abuse. This included a Police Officer going to taxi ranks, engaging the drivers and building up trust in order to promote and increase use of reporting routes.
- A Local Authority received reports of increased bullying/intimidating harassment of LGBT individuals travelling on buses, which were forwarded to the antisocial behaviour and hate incident teams for action. As a result, the Local Authority introduced a scheme for targeted individuals to report incidents via text messaging.

A small number of interview respondents described the development of their work to address the targeted harassment of staff within their own organisation. This recognised the need to support employees, but also harnessed their contribution to developing more informed approaches to prevention work. One Local Authority interviewee described the development of a ‘Harassment Network’ for staff that is actively supported by the senior leadership within the council, and the development of related training that will shortly be cascaded by all managers to their teams.

The Probation Service tends to be associated with its work to reduce re-offending, yet one interviewee suggested that all agencies have a greater role in prevention of harassment:

So [it’s about] trying to have a coherent approach to identifying hate crime and targeted harassment – so that people in all the different communities feel that they can report to anybody and be supported.

(Probation Service respondent)

Similarly, the CPS is primarily known for its prosecuting role. It does, however, consider itself to also have a preventative function, albeit one defined predominantly in terms of deterrence and reducing factors associated with crime. A CPS interview stated:

[The CPS] do consider that robust and effective prosecution of hate crime has a preventative function ... the idea that if offenders know they will get a tough sentence, [that] we will definitely prosecute and we will take it very seriously – then that should be a deterrent. ... The types of orders we can go for, like restraining orders or antisocial behaviour orders with

conditions that can keep the offender away from the victim and that sort of thing, can also contribute to preventing further hate crime.

(CPS respondent)

### 5.3 Monitoring and evaluation of action to prevent harassment

If authorities are monitoring and evaluating the action they take, then they will be more able to identify what works and what impact such measures are having on people and their communities. However, just over a quarter of the 145 respondents who recognised that their organisation has a role in preventing targeted harassment, reported that they **did not** monitor what they had done, with a much higher proportion of respondents from RSLs reporting undertaking no monitoring than respondents from the Police and Local Authorities (see Appendix A – Table 10).

Similarly, just over a quarter of the 145 respondents who recognised their role in preventing targeted harassment, reported that they **did not** evaluate what they had done, with again a much higher proportion of respondents from RSLs reporting undertaking no evaluation than respondents from the Police and Local Authorities (see Appendix A – Table 11).

Respondents were asked which factors are key in developing successful approaches to preventing targeted harassment from happening in the first place. The importance of early intervention and building community confidence were highlighted. Partnership working is also key.

Answers included:

- A partnership approach.

Developing a partnership approach so it becomes a shared responsibility and shared priority.

(Local Authority respondent to online survey)

- Awareness raising and education (particularly at an early age)

Education from early years – right from primary schools and reinforcing the positive messages about valuing diversity throughout the statutory school years.

(Police respondent to online survey)

- Local intelligence

- Involvement and engagement with the community.
- Building community confidence that something can and will be done.
- Delivering a strong message that harassment will not be tolerated.
- Having resources in place.

Respondents identified the lack of baseline information on harassment, and problems in disentangling the complex factors at play, as reasons for their inability to highlight particularly successful approaches to prevention of harassment towards particular groups.

#### 5.4 Barriers to preventing harassment

It is important to understand any barriers to preventing harassment reported by authorities. Lack of resources and expertise were highlighted in the survey, which influenced knowing where to target prevention and what to do.

Barriers included:

- Lack of resources or expertise.

Lack of confidence in working in new/emotive areas for some staff.  
(Local Authority respondent to online survey)

This is a very difficult issue to tackle and it is hard to know how best to go about it.  
(Registered social landlord respondent to online survey)

- Societal (sub-)cultures that support or accept discrimination and harassment.

Dealing with ignorance amongst young people.  
(Local Authority respondent to online survey)

- Lack of ownership (e.g. addressing domestic violence comes under the remit of many services/agencies).
- Accessing vulnerable community members' awareness of, and trust in authorities (particularly in rural/geographically diverse areas); and
- Insufficient intelligence and difficulty knowing where to target preventative work.

Under-reporting means we have no real picture of extent.  
(Police respondent to online survey)

## 5.5 Summary

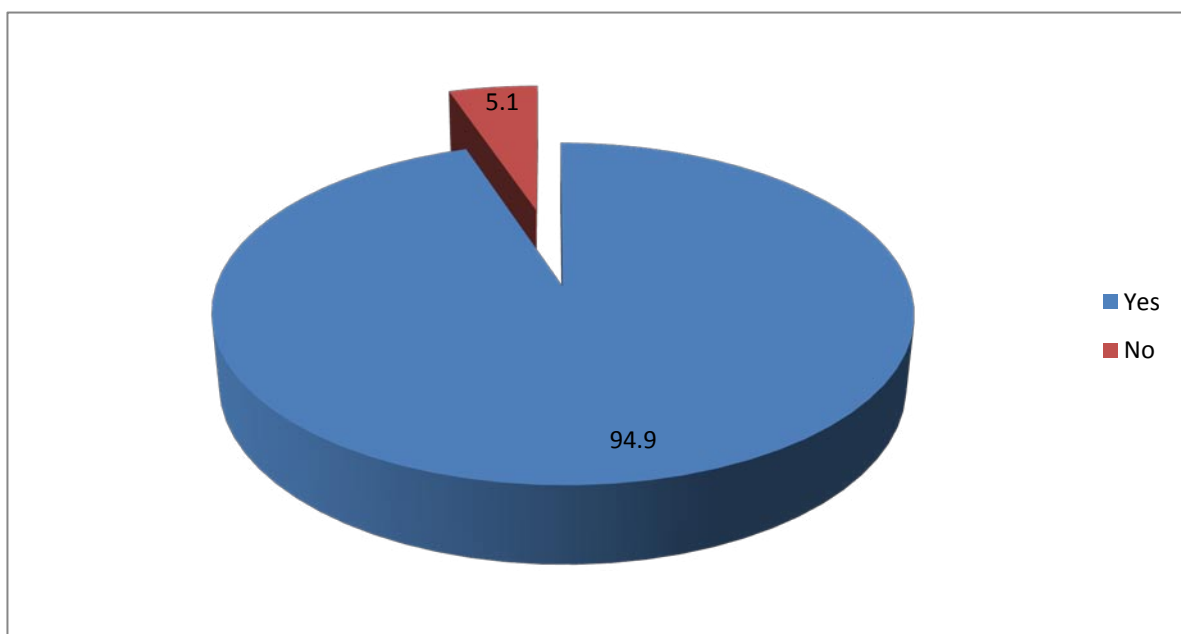
Almost one in five respondents reported that their organisation **did not** have a role in preventing targeted harassment. Moreover, of those respondents who stated that their organisation did have a role in preventing targeted harassment, nearly a fifth reported taking **no form of action** to prevent targeted harassment. This was more commonly reported by respondents from Local Authorities, then RSLs and least commonly reported by Police respondents. Given the overlaps between work to prevent targeted harassment and good relations, community cohesion or anti-bullying approaches (among other areas of social policy), a substantial amount of prevention work is delivered in partnership. However, whilst many respondents recognise the need to widen responsibility still further, the important potential prevention roles for the probation service and Local Criminal Justice Boards are perhaps missed by many public authorities. Some work with communities identified as at particular risk of targeted harassment was mentioned by a few interviewees, with a couple also describing the development of preventive measures for their own staff. Just over a quarter of those respondents who stated that their organisation had a role in preventing targeted harassment, reported that they **did not** monitor or evaluate what they had done: this was most commonly reported by RSLs, then the Police and least commonly reported by Local Authority respondents.

## 6. Reporting targeted harassment

### 6.1 Recognition of role in helping people to report targeted harassment

Of all the approaches to developing responses to targeted harassment, respondents were most likely to recognise their role in helping people to report targeted harassment. The importance placed upon reporting harassment is a key finding in the research. Only five per cent of authorities said they did not recognise that their organisation **has** a role in helping people to report it (see Figure 6.1).

**Figure 6.1 Percentage of respondents who recognised their organisation has a role in helping people to report targeted harassment**



Note: Percentages calculated from only those who responded (either 'yes' or 'no' – missing responses not included) to the question 'Does your organisation have a role in helping people to report targeted harassment?' (base = 197).

The Police were unanimous in recognising their role, with 97 per cent of both Local Authorities and RSLs acknowledging their role (see Appendix A – Table 12).

### 6.2 Forms of action taken to help people to report targeted harassment

The majority of the 187 respondents who recognised they have a role take action, though a quarter reported taking **no form of action** to help people to report, with a higher proportion of respondents from Local Authorities taking no action than respondents from RSLs and the Police (see Appendix A – Table 13).

Respondents stated that they had been developing a range of reporting centres/means of reporting, and had been publicising these and training their staff to improve customer service.

Those taking action identified the following actions:

- Developing reporting centres, particularly third party ones, at a variety of venues (including: ‘protected group specific’ reporting sites – such as schools for young people, day centres for disabled people, lesbian, gay, bisexual and transgender agencies, community centres for particular ethnic or religious groups; and remote reporting sites in rural areas).
- Fully training staff at all reporting centres.
- Developing and promoting a wide variety of reporting options/mechanisms to suit a wide range of people, for example a confidential 24-hour reporting line; online reporting; paper options; texting options; direct reporting via Neighbourhood Wardens, hate crime co-ordinators, anti-social behaviour co-ordinators or community rangers; ‘protected group specific’ reporting material, such as Easy Read/large print/Braille for disabled people, or in a ‘youth-friendly’ manner for young people).
- Developing public ‘confidence’, particularly in vulnerable communities, to approach the Police/other organisations to report incidents through conferences, road shows, partnership working, campaigns, for example, ‘stop and tell’ or ‘eyes and ears’, attending community meetings of relevant groups. Specific posts had been created to liaise with different groups, for example an Elderly Persons Liaison Officer post.
- Providing information to raise awareness of the nature of incidents that could/should be reported.

The qualitative interviews also identified a range of approaches to maximise the reporting of targeted harassment, including:

- The use of ‘pocket comms’ and the development of ‘Keepsafe’ or ‘Safeplaces’ schemes. These were originally designed to provide individuals with learning difficulties with an easy means of accessing support and/or a recognisable place of safety if they felt threatened, although some public authorities are beginning to recognise that this approach could be expanded for other protected groups.
- Work with the local lesbian, gay, bisexual and transgender Switchboard<sup>10</sup> to develop it as a reporting centre and increase engagement within lesbian, gay, bisexual and transgender communities.
- Development of a six month project<sup>11</sup> to deliver training to, and increase the capacity of, a local charity – in order to raise awareness of targeted

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<sup>10</sup> A telephone helpline for lesbian, gay, bisexual and transgender communities.



harassment, share information about support services and increase reporting rates among families of Travellers.

- Victims of lesbian, gay, bisexual and transgender harassment being visited by a gay or lesbian Police Officer – to reassure victims that their report will be dealt with appropriately and hopefully increase future reporting rates. These officers will also teach victims how to challenge inappropriate behaviour in the future and other personal safety issues.

Several interviewees reported that they receive relatively few reports of age-related harassment. In some areas, this was being addressed through the development of training programmes to ensure that age-related incidents are recorded appropriately, and partnerships with Safer Neighbourhood Teams and Crime and Disorder working groups to increase levels of community confidence (particularly among older residents).

Many respondents stated they have developed good working relationships with Muslim community leaders – and in some areas with other religious/faith groups as well. Such community engagement can include sessions whereby members are specifically asked to discuss their experiences of harassment and how to build community confidence in reporting.

One Local Authority described how it had been monitoring religiously motivated incidents since 2005 – reporting its findings back to the relevant communities in order to help develop appropriate responses. Initially, awareness-raising was required in relation to what religiously motivated incidents are, but this information is now available on the council website, with training still available as necessary.

In recognition of the need to develop a variety of reporting routes, most interviewees described a focus on expanding the voluntary sector role as third party reporting organisations – which in itself entails substantial levels of awareness raising and training. It is hoped that such a variety of non-Police reporting mechanisms will encourage the reporting of lower-level harassment, which, when dealt with, will prevent further escalation.

### 6.3 Monitoring and evaluating action to help reporting of harassment

Just under a fifth of the 187 respondents who recognised their role in helping people to report targeted harassment, reported that they **did not** monitor what they had done – with a much higher proportion of respondents from RSLs reporting

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<sup>11</sup> Funded by the Home Office.

undertaking no monitoring than respondents from Local Authorities and the Police (see Appendix A – Table 14).

Just over a quarter of the 187 respondents who recognised their role in helping people to report targeted harassment, reported that they **did not** evaluate what they had done – with again a higher proportion of respondents from RSLs reporting undertaking no evaluation than respondents from Local Authorities and the Police (see Appendix A – Table 15).

However, the key factors involved in developing successful approaches to help people report targeted harassment that were highlighted by survey respondents included:

- publicity and information which raises awareness of harassment and helps people to ‘name’ what is happening to them;
- a variety of ways to report harassment (other than just the Police);
- people knowing where and how to report;
- responding quickly to problems and providing solutions;
- credibility in the eyes of the community – a belief that reporting will result in action;
- promotion of successful outcomes;
- anonymity/confidentiality; and
- involvement of people from groups that represent particular protected grounds in designing the reporting process.

#### 6.4 Barriers to helping people to report targeted harassment

Respondents provided greater details about barriers to helping people report than for other areas of investigation. They were able to highlight more specific issues for groups than in any other section of the survey. Those highlighted by the survey respondents included:

- People thinking they would not be believed/taken seriously or that no action would be taken, either as a result of previous bad experiences of reporting or a lack of confidence in the system.

Although the Police have made great inroads in reaching out to all of our communities, there is still a feeling of mistrust that the Police won't take the complaints seriously. The Police actually do take all complaints seriously, but it is a big barrier to try and overcome.

(Police respondent to online survey)

Confidence in the system, lack of communication about where to report, previous bad experiences of reporting, not having the resources to report (bus fare, ability to take time out of work), not having access to an immediate response or recourse, stigma (being considered vulnerable), inability to communicate with whatever is the system for reporting, lack of cultural awareness.

(Local Authority respondent to online survey)

Lack of confidence in the CJS response (e.g. some think the Police Force is still institutionally racist).

(CPS respondent to online survey)

- Fear of repercussions/reprisals (this was particularly high in the list as a barrier in relation to gender reporting, and the lesbian, gay and bisexual group fear of being 'outed', although it was mentioned in relation to all groups).

Fear of reprisals from offenders is a barrier.

(CPS respondent to online survey)

Fear of being 'outed' especially if having to go to court as a witness.

(Police respondent to online survey)

- A lack of awareness of what constitutes harassment.

Still a misunderstanding that age, gender, religion is a prejudice based incident/crime.

(Local authority respondent to online survey)

Disabled people often say that they 'expect' some form of harassment against them when they leave their front doors (if they are able to) every day. This could be kids calling names etc. Not many of the [Disability Group] members would have thought of reporting incidents they experience but the hate crime pilot has been shared with them and they now would.

(Local Authority respondent to online survey)

- Toleration of harassment.

Some tenants are reluctant to confirm that they are the victim of harassment and even although we do everything to try to deal with the situation that we may have become aware of via other parties, a barrier is

created if we cannot obtain adequate information and the victim is unwilling to provide information or to inform us of the situation.  
(Registered Social Landlord respondent to online survey)

Victims are often so used to low level harassment – it being so everyday – that they do not report it.  
(Local Authority respondent to online survey)

- A lack of awareness of what help/support is actually available.

We are getting there, but still building trust with the [transgender] community.  
(Local Authority respondent to online survey)

- A lack of awareness of how to report any incidents or that reports can be made anonymously.

People don't realise that a complaint can be made to the local authority. Unaware that reports can be made anonymously.  
(Local Authority respondent to online survey)

- A lack of places/mechanisms to report incidents.

Information in alternative languages is a gap.  
(Local Authority respondent to online survey)

Access to premises can sometimes prevent persons from this group [disabled people] reporting harassment.  
(Police respondent to online survey)

- A lack of resources (e.g. promoting the facilities available for reporting is resource intensive).

Lack of awareness of the issues relating to targeted harassment was also identified as a barrier by respondents in the qualitative interviews. This was not only in relation to public authority work with communities, but also in their ability to communicate with their own staff, and in the need to challenge some partner agency staff who deny or minimise the impact of targeted harassment. One key reported barrier to addressing this is the significant level of resources required to change perceptions and attitudes among the general public. But in addition, the speed with which the composition and nature of many communities is changing means that in order to

raise and maintain public awareness of targeted harassment, public trust and confidence needs to be actively developed on an ongoing basis.

Interviewees reported that a lack of clarity over partner responsibilities/roles (especially in relation to publicising reporting routes) could undermine work that aims to increase the reporting of targeted harassment. One interviewee stated that a Local Authority had established a new reporting route, but had failed to either publicise it sufficiently, or identify that reporting centre's role in marketing its new function. This resulted in much lower level of reports than anticipated. This is a substantial barrier to the development of effective interventions, as high levels of under-reporting of targeted harassment mean that responses are currently being developed with only a partially formed understanding of the problem.

One interviewee stated that the high levels of under-reporting of targeted harassment mean that caution must be taken in interpreting collected data alone, as these largely reflect levels of victim confidence in public authorities responding appropriately to reports, rather than being directly linked to the prevalence and frequency of victimisation. Several interviewees mentioned that the number of reported racist incidents far outweighed reports in relation to the other protected grounds, but this was thought to reflect the maturity of the system responding to racist incidents and public confidence to come forward and make reports. To this end, any increase in reporting rates across other strands should be interpreted as a positive achievement in boosting public confidence.

## 6.5 Summary

Almost all survey respondents stated that their organisation had a role in helping people to report targeted harassment, although a quarter of them reported taking **no form of action** locally to help people to report. Just under a fifth of those respondents who recognised that their organisation had a role in helping people to report targeted harassment, reported that they **did not** monitor what they had done, and just over a quarter reported that they **did not** evaluate their work. In both cases it was the respondents from RSLs who were least likely to be monitoring or evaluating their work, with Local Authorities the second least likely to do so and the Police most likely.

The qualitative interviewees stated that age-related harassment is thought to be particularly under-reported, with a key issue being the lack of recognition/awareness of targeted harassment among older communities. In this respect, several interviewees described developing approaches aimed at increasing levels of community confidence. Work on harassment targeted at young people often

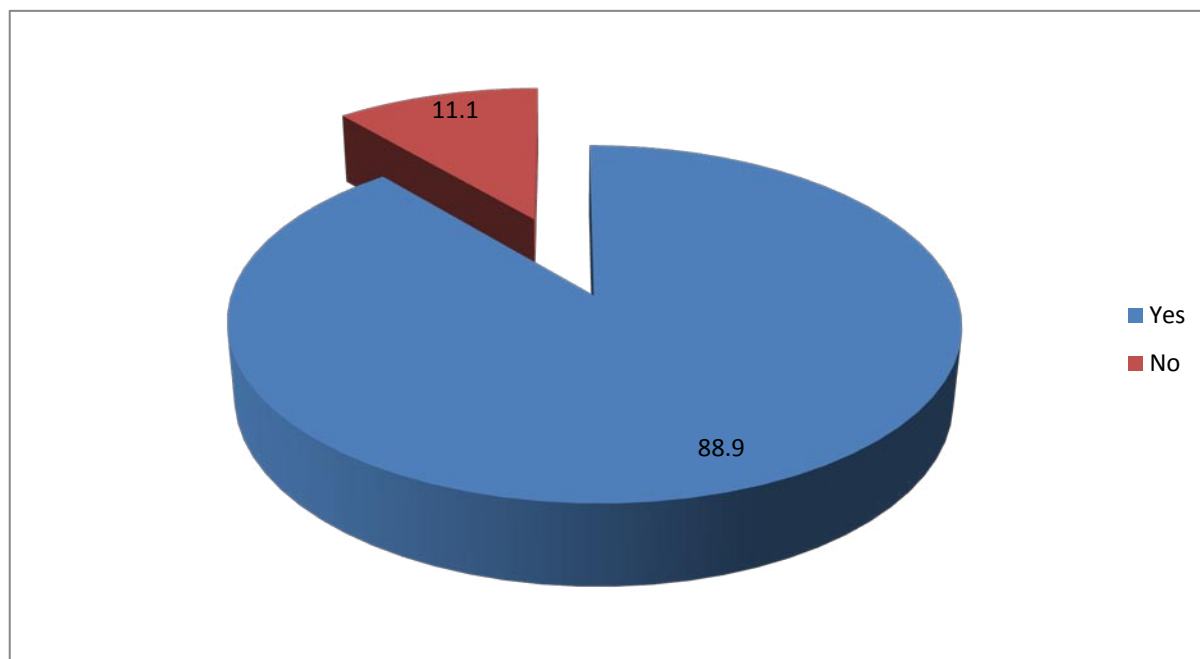
overlaps with antisocial behaviour and anti-bullying work, again limiting the extent to which it is perceived as targeted harassment.

## 7. Recording targeted harassment

### 7.1 Recognition of role in recording incidents of targeted harassment

Respondents were slightly less likely to recognise they have a role in recording incidents of targeted harassment, than in supporting people to report it. Just over a tenth of respondents said they did not have a role (see Figure 7.1).

**Figure 7.1 Percentage of respondents who recognised their organisation has a role in recording incidents of targeted harassment**



Note: Percentages calculated from only from those who responded (either 'yes' or 'no' – missing responses not included) to the question 'Does your organisation have a role in recording incidents of targeted harassment?' (base = 190).

While all the Police respondents reported a role, around 9 in 10 RSLs and Local Authorities did so. This infers that a not insubstantial proportion of RSL and Local Authority respondents do not recognise a role for their organisation in the recording of targeted harassment incidents (see Appendix A – Table 16).

### 7.2 Forms of action taken to record incidents of targeted harassment

Of those 169 respondents who recognised their role in recording incidents of targeted harassment, a quarter reported taking **no form of action** to help people to report – with a higher proportion of respondents from Local Authorities reporting taking no action than respondents from RSLs and the Police (see Appendix A – Table 17).

Actions taken to record targeted harassment from those that said they were active in the survey included:

- Using a dedicated database/computer/management system (or in the case of some Local Authorities, using Police records/database).

Electronic database for recording incidents – which includes details of victim, alleged perpetrator, type of incident (racial etc) details of incident, action taken, referral to other agencies.

(Local Authority respondent to online survey)

National crime recording standards and incident recording via NSPIS.

(Police respondent to online survey)

- Keeping incidents in a register; and
- Keeping a log/record.

All incidents – from all agencies – are logged and then crosschecked on a weekly and monthly basis for trends and to ensure all actions have been taken.

(Local Authority respondent to online survey)

All hate incidents are recorded on our ASB management system. The type of incident (i.e. verbal or physical) is recorded, as is the characteristic.

(Registered Social Landlord respondent to online survey)

Appropriate recording of incidents relating to religion/belief has been in place for several years for some public authorities. This strand of work is influenced by the community cohesion and preventing violent extremism agendas. Data is monitored and reported on a monthly basis in some areas as a feature of the community tension assessments conducted by neighbourhood analysts. However, for some incidents it can be difficult to discern whether harassment was based on the victim's ethnicity or religion/belief (or both). One interviewee described how South East Asian people may experience targeted harassment because they are assumed to be Muslim.

The authorities in the online survey did not differentiate in their actions to recording targeted harassment for different groups in their open responses, and this also applied to their consideration of what has been successful, and barriers.



### 7.3 Monitoring and evaluation of action to record harassment

Fifteen per cent of the 169 respondents who recognised their role in recording incidents of targeted harassment, reported that they **did not** monitor what they had done. Although all of those Police Forces that responded reported undertaking monitoring, around a third of respondents from RSLs and 14 per cent of respondents from Local Authorities reported undertaking no monitoring. (see Appendix A – Table 18).

Nearly three in 10 of the 169 respondents who recognised their role in recording incidents of targeted harassment, reported that they **did not** evaluate what they had done. Again, although all of those Police Forces that responded reported undertaking evaluation, over two fifths of respondents from RSLs and nearly three in 10 of respondents from Local Authorities reported undertaking no evaluation (see Appendix A – Table 19).

Factors involved in developing successful approaches to recording targeted harassment that were highlighted by survey respondents included:

- A willingness on the part of all agencies to share data.

Having many agencies involved in the process, via the Hate Crime and Harassment Task Group, with an agreed information sharing protocol has meant a good record of incidents is kept.

(Local Authority respondent to online survey)

- Accurate and easy to use data recording systems.

Allows detailed information to be recorded and is emailed directly to the Police Telephone Information Bureau so that the report can be placed on the computer immediately. A crime reference number is generated and emailed back to the reporting agency as notification that the report has been safely received and forward to the Community Safety Unit.

(Local Authority respondent to online survey)

- All agencies involved using the same formats.

Recording hate incidents in the common format across the county and able to provide regular reports including a more detailed annual report on analysis.

(Crown Prosecution Service respondent to online survey)

- A centralised system to avoid duplication.
- Clear guidelines and procedures.
- Effective and targeted training of staff.

All staff aware of forms of hate crime and harassment and reporting system. Local learning disability advocacy group presentation to managers, which raised awareness significantly.

(Local Authority respondent to online survey)

#### 7.4 Barriers to recording targeted harassment

The barriers to recording targeted harassment identified in the survey, included:

- A lack of a decent database/software limitations.

Many of the barriers are around software limitations.

(Local Authority respondent to online survey)

- Data protection issues.

Data protection issues because this is sensitive information.

(Local Authority respondent to online survey)

- Under-reporting of incidents.

Only reported incidents are recorded. We cannot capture those who do not come forward.

(Local Authority respondent to online survey)

- Lack of staff knowledge (e.g. sometimes the decision to flag a case is left to administrative staff who may not have sufficient understanding about targeted harassment to categorise cases correctly).
- Lack of resources/managing different forms of reporting, in order to record.

Having different ways of reporting creates difficulties with recording as we operate a paper-based system for the community reporting venues. This relies on the centres forwarding the forms to the contact [centre] – which is why staff and volunteer training is so important.

(Local Authority respondent to online survey)

## 7.5 Summary

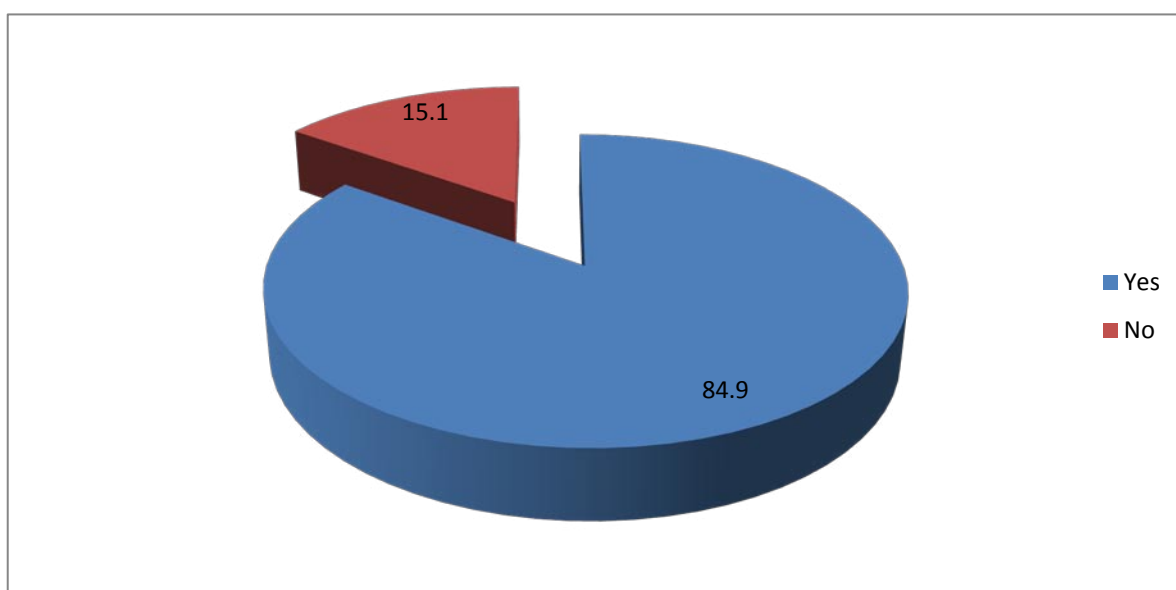
Respondents were slightly less likely to believe that they had a role in recording incidents of targeted harassment, than in supporting people to report it. Indeed, over a tenth of respondents said they did not have a role. However, as with reporting, of those respondents who stated that their organisation did have a role in recording incidents of targeted harassment, a quarter reported taking **no form of action** to help people to report – with a higher proportion of respondents from Local Authorities reporting no action than respondents from RSLs and the Police. Among those respondents who stated that their organisation had a role in recording incidents of targeted harassment, 15 per cent reported that they **did not** monitor what they had done and nearly three tenths reported that they **did not** evaluate their work. Although all the Police respondents reported both monitoring and evaluating this aspect of their work, a substantial minority of respondents from RSLs and Local Authorities reported that they **did not**.

## 8. Helping victims of targeted harassment

### 8.1 Recognition of role in helping victims of targeted harassment

Over four fifths of survey respondents reported that their organisation had a role to play in helping victims of targeted harassment, with all the Police and nearly all RSLs reporting a role, as compared to just over three quarters of Local Authorities. This suggests that as many as 15 per cent of respondents did not feel that they have a role in helping victims of targeted harassment (see Figure 8.1 and Appendix A – Table 20).

**Figure 8.1 Percentage of respondents who said their organisation has a role in helping victims of targeted harassment**



Note: Percentages calculated from only from those who responded (either 'yes' or 'no' – missing responses not included) to the question 'Does your organisation have a role in helping victims of targeted harassment?' (base = 186).

### 8.2 Action taken to support victims of targeted harassment

Of those 158 respondents who recognise having a role to play, just under a fifth reported taking **no form of action** to help victims – with a higher proportion of respondents from Local Authorities reporting taking no action than respondents from RSLs and the Police (see Appendix A – Table 21).

The actions to support victims of targeted harassment described by survey respondents included:

- Referrals to appropriate support groups/services, both statutory and voluntary.

All victims of harassment are directed to the appropriate agency who can provide the necessary identified support.

(Local Authority respondent to online survey)

- Providing guidance and emotional and practical support.

Dedicated liaison officers and victim and witness support schemes and partnership support through other organisations.

(Police respondent to online survey)

- Providing target hardening equipment.
- In extreme cases, offering to re-house victims.

Offer help, support and ultimately re-housing.

(Local Authority respondent to online survey)

- Continued contact through regular follow-up visits.

We commission Victim Support's Hate Crime Worker who has been trained to provide emotional and practical support to victims of all forms of hate crime. Within the SLA [Service Level Agreement], they are required to produce quarterly monitoring reports, attend relevant fora, outreach to encourage access to support, disseminate literature and to ensure victim satisfaction surveys are completed.

(Local Authority respondent to online survey)

- Give regular feedback/provide updates with results of investigations.

Witness Care officers write to victims at regular intervals to keep them informed of developments in their case, e.g. court hearings and sentencing information. Under the Direct Communication with Victims Scheme we also write to victims to inform them of any decisions to discontinue cases or significantly alter charges. In cases of hate crime, we offer a meeting with the victim to explain the decisions in person. Witness Care Officers conduct full needs assessments in order to establish if victims have any specific requirements, such as access and travel requirements, and they speak with victims about special measures. Our lawyers make applications for special measures when appropriate in order to assist victims with giving their evidence in court.

(CPS respondent to online survey)

The open ended responses from respondents did not differentiate in their actions to support victims for different groups, except in referring people to **relevant** support and agencies, and this also applied to their considerations of what had been successful and what were perceived to be barriers.

The qualitative interviews uncovered one example of local authority partnership work where environmental health services, licensing officers and the community safety team combined to improve safety among retail businesses. The interviewee stated that the focus for this targeted intervention arose from a local night time economy project that had identified a number of licensed premises whose staff had been victims of targeted harassment. It was stated that all partners worked together to increase reporting, develop health and safety practice, and provide training on how to deal with harassment/violence and customer aggression. The local authority is now hoping to develop Muslim and Sudanese community groups to act as advocates to improve its communication with these businesses.<sup>12</sup>

### 8.3 Monitoring and evaluation of action to help victims

A fifth of the 158 respondents who recognised their role in helping victims reported that they **did not** monitor what they had done, with a much higher proportion of respondents from RSLs reporting undertaking no monitoring than respondents from Local Authorities and the Police (see Appendix A – Table 22).

Just under a third of respondents who recognised their role in helping victims of targeted harassment reported that they **did not** evaluate what they had done – with again a much higher proportion of respondents from RSLs reporting undertaking no evaluation than respondents from Local Authorities and the Police (see Appendix A – Table 23).

Key factors involved in developing successful approaches to helping victims of targeted harassment included:

- offering a variety of reporting options to encourage victims to share their experiences;
- being able to devote significant time to the victim;
- gaining the trust of the victim/s;
- improving communications with agencies who are able to provide the specific support;
- adopting a multi-agency approach;

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<sup>12</sup> This pilot project currently runs until the end of 2010, but then may be rolled out across the whole city.

- not applying a 'one size fits all' approach – listening to the individual victim's needs;
- keeping victims up-to-date with the progress of their case;

Victims are empowered by knowledge of consequences to offender for an offence committed. They also have influence over how that offender is then managed including licence conditions and interventions.

(Probation Service respondent)

- training and understanding by staff;
- use of victim-orientated subjective definition of harassment; and
- working with existing support groups to increase the impact of services.

#### 8.4 Barriers to helping victims of targeted harassment

Barriers reported to helping victims of targeted harassment by survey respondents included:

- difficulties in accessing support services in rural areas;
- victim may not be willing to accept support;
- reductions in funding/lack of resources (in terms of personnel time and funding for support services);
- lack of suitably trained staff;
- lack of awareness of smaller organisations that provide support services (particularly very specialist support, such as groups for specific BME groups);
- special measures not always granted by the court (which can result in victims having a more stressful experience giving evidence);
- availability/capacity of other agencies to provide support (particularly over the longer-term);
- insufficient 'buy in' from all appropriate agencies;
- difficulties in accessing support services in rural areas;
- victim may not be willing to accept support; and
- lack of suitable alternative accommodation in cases where re-housing deemed necessary.

#### 8.5 Summary

Whilst over four fifths of survey respondents reported that their organisation had a role to play in helping victims of targeted harassment. This recognition does not automatically translate into the provision of services for a significant minority and around a fifth of these respondents reported taking **no form of action** to help

victims. A similar level of respondents reported that they **did not** monitor this aspect of work, whilst just under a third reported that they **did not** evaluate it.



## 9. Work with perpetrators of targeted harassment

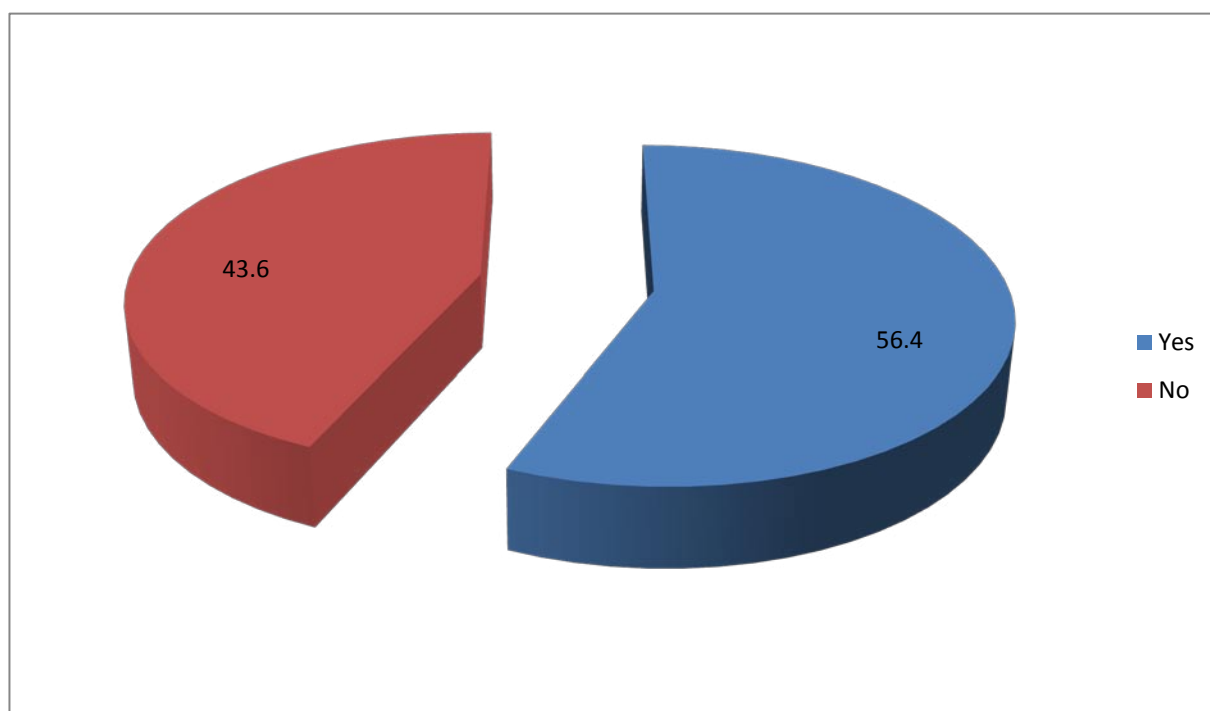
### 9.1 Recognition of role in working with perpetrators of targeted harassment

To help authorities to answer the question, they were given the following definition:

By ‘perpetrators’ we mean people who evidence indicates have committed an act/or acts of targeted harassment (including those who have received non-criminal sanctions or criminal legal sanctions).

A key finding of the research is the need for more public authorities to recognise they have a role working with perpetrators of targeted harassment. Respondents were least likely to recognise that they had a role in working with perpetrators when compared with the other actions (see Figure 9.1).

**Figure 9.1 Percentage of respondents who recognised their organisation has a role in working with perpetrators of targeted harassment**



Note: Percentages calculated from only from those who responded (either ‘yes’ or ‘no’ – missing responses not included) to the question ‘Does your organisation have a role in working with perpetrators of targeted harassment?’ (base = 179).

Over two fifths of respondents **did not recognise they have** a role to play in working with perpetrators of targeted harassment, with RSLs recognising much more of a role than Local Authorities and the Police (see Appendix A – Table 24). The survey also included a small number of other authorities, including the Probation Service who have a distinct role in working with perpetrators, although their numbers were

too small to report upon separately. Clarity over whether organisations have a role in work with perpetrators will be required in the future.

## 9.2 Action taken to work with perpetrators of targeted harassment

Of the 101 respondents who recognised their role, just under a fifth reported taking **no form of action** with perpetrators, with a higher proportion of respondents from Local Authorities reporting taking no action than respondents from the Police and RSLs (see Appendix A – Table 25).

Actions taken to work with perpetrators of targeted harassment, included:

- Working in partnership.

Work with other partners in the Community Safety Partnership to take action where possible.

(Local Authority respondent to online survey)

We have a number of agencies within the partnership that have a specific remit to work with perpetrators such as Police Officers, Probation Officers, ASB [Anti Social Behaviour] Officers and RSLs.

(Local Authority respondent to online survey)

- Making use of relevant legislation (often antisocial behaviour legislation and tools).

Dependent of the degree of the crime or ASB they will be taken directly to court and then have to comply with any orders placed upon them.

(Local Authority respondent to online survey)

Use a number of measures to ensure perpetrators are held responsible for behaviour i.e. ASBOs [Anti-Social Behaviour Orders], ABCs [Acceptable Behaviour Contracts].

(Local Authority respondent to online survey)

There are also parenting contracts and orders to provide enhanced skills to parents where they may have difficulty exercising control over a young person.

(Local Authority respondent to online survey)

Where necessary, we use legal enforcement action, such as injunctions to stop behaviour.

(Registered Social Landlord respondent to online survey)

- Targeted interventions such as restorative justice work, mediation or a professional witness service.

In some cases we facilitate restorative justice activity.

(Police respondent to online survey)

Solutions to disputes in which targeting features.

(Police respondent to online survey)

Use a number of measures [to] ensure perpetrators are held responsible for behaviour i.e. ASBOs, ABCs, Mediation/restorative justice, injunctions, work with Police to ensure convictions.

(Local Authority respondent)

- Offering challenging offending programmes.

We have a specific intervention, the Diversity Awareness and Prejudice Pack, which we use where suitable. We train staff to use different techniques and we use multi-agency approaches to ensure proper risk assessment.

(Probation Service respondent)

- Working with/supporting perpetrators to help address underlying causes of their behaviour and avoid it recurring – either voluntarily or through legal action.

Informal and if necessary formal meetings/disciplinary hearings with perpetrators. Provide them with necessary training and development e.g. Equality and Diversity training, coaching, mentoring.

(Local Authority respondent to online survey)

- Working with communities to address underlying tensions.
- Providing race equality training and cohesion training in hot spots; Intergenerational projects.
- Housing related actions.

Take tenancy enforcement action, eviction proceedings.

(Registered Social Landlord respondent to online survey)

- Work in schools.

With young people in school settings we undertake low-level interventions, ranging from discussion to expulsion.  
(Local Authority respondent to online survey)

Talks by disabled people to school children.  
(Local Authority respondent to online survey)

Most responses highlighted a range of different actions that could be taken either individually or in partnership, including making referrals to other agencies:

Depending on the actual perpetrators we offer support, early intervention and prevention, tenancy enforcement and legal enforcement where required.  
(Probation Service respondent to online survey)

Investigate, try and provide support, refer to partner agencies who can assist, issue warnings, take legal action.  
(Registered Social Landlord respondent to online survey)

The respondents did not differentiate their actions with perpetrators of targeted harassment against different groups in the online open responses.

Where information is disclosed these agencies respond appropriately in order to resolve cases, this can be anything from home visits to taking enforcement action depending on evidence available and the wishes of the victim.  
(Local Authority respondent to online survey)

### 9.3 Monitoring and evaluation of action in working with perpetrators of targeted harassment

Just under a quarter of those respondents who recognised their role, reported that they **did not** monitor what they had done – with a higher proportion of respondents from RSLs reporting undertaking no monitoring than respondents from Local Authorities and the Police (see Appendix A – Table 26).

Just under a third of respondents **did not** evaluate what they had done. Again, a much higher proportion of respondents from Registered Social Landlords reported undertaking no evaluation than respondents from Local Authorities and the Police (see Appendix A – Table 27).

Developing successful approaches to work with perpetrators of targeted harassment included:

- Intervening early to investigate and take appropriate action.

Early intervention often prevents the problem from escalating and if necessary, getting the matter into court quickly makes the perpetrator accountable and we normally find that the problem stops.

(Registered Social Landlord respondent to online survey)

Prosecution faces the perpetrator up with the fact their conduct is criminal. Sometimes it results in a punitive outcome, sometimes even in a jail sentence which removes the opportunity for further targeting. Harassment warnings bring home the seriousness of their conduct and pave the way for future prosecution if the conduct is continued. Restorative work gets the parties together and apologies often ensue, resulting in cessation of targeting but sometimes also a restoration of a healthy relationship between parties.

(Police respondent to online survey)

- Availability of targeted resources.
- Not adopting a 'one size fits all' approach – treating each perpetrator as an individual with unique needs and reasons for their behaviour.

Designing a package tailored to the needs of the individual. i.e. warning letter ABC, ASBO, eviction etc.

(Local Authority respondent)

- Engagement with young perpetrators, intervention and enforcement.
- Adopting a multi-agency approach and using a range of methods.

Home visits by Police Officers, tenancy enforcement action, injunctions, Acceptable Behaviour Contracts (ABCs) are some of the tools available to members of the partnership to work with perpetrators.

(Local Authority respondent)

- A non-judgemental approach.

Challenging attitudes, behaviour linked to offence type and working with perpetrators to change these in favour of positive, inclusive and non-oppressive alternatives.

(Probation Service respondent)

#### 9.4 Barriers to work with perpetrators of targeted harassment

Respondents who recognised their role, and felt that there were barriers to working with perpetrators, cited some of the following issues:

- Perpetrators' unwillingness to engage or entrenched negative attitudes, beliefs or behaviours.

Perpetrator to accept that they have harassed an individual(s) and be willing to attend any training and development.

(Local Authority respondent)

Perpetrators are generally not co-operative and also in denial.

(Registered Social Landlord respondent to online survey)

Lack of understanding of their actions and the lack of understanding of how to modify their behaviour.

(Registered Social Landlord respondent to online survey)

- The often voluntary nature of interventions/programmes.

There are many barriers including: some programmes being voluntary, perpetrators not identifying the need for help and limited capacity for programmes.

(Local Authority respondent to online survey)

If the perpetrator does not have a contractual arrangement with our organisation it can be difficult to work with the perpetrator.

(Registered Social Landlord respondent to online survey)

- Identifying perpetrators in the first place and lack of evidence to enable prosecution.

Identifying who perpetrators are, gathering evidence to allow action to be taken and getting the right agencies around the table. This can be a particular issue with RSLs when there are a number of different housing

associations operating in one district or they manage estates from some distance away.

(Local Authority respondent to online survey)

Need effective mechanisms to monitor offenders – this will relate back to clear flagging on the Police and CPS systems so that when history of offending is looked at, the prejudicial motivation can become clear.

(Local Authority respondent to online survey)

- Many victims refuse to prosecute or to participate in restorative justice due to fear of reprisal/repercussions.

Presence of intimidation and lawlessness.

(Registered Social Landlord respondent to online survey)

- The availability of resources and capacity of appropriate agencies or services to provide support/help/interventions.

Health and wellbeing of our staff, such entrenched attitudes and beliefs require considerable staff time which isn't always resourced – community punishment and programmes are more successful although custodial sentences win plaudits politically.

(Probation Service respondent)

Resources (primarily officer time); finding places/spaces/service availability with other agencies (e.g. mental health treatment, drug treatment, diversionary activities).

(Local Authority respondent to online survey)

The qualitative interviews revealed how some public authorities are attempting to examine data in relation to incidents and perpetrators in great depth, in order to make their work more targeted and effective. Some interviewees from Probation Services reported that they are developing a range of programmes for use with perpetrators of targeted harassment, tailored according to the severity of the offence and the level of risk. In some areas, programmes relating to race or ethnicity are more commonly available but are less prevalent for other strands. However, a Probation Service interviewee stated that they can use generic 'thinking skills and behaviour' and/or cognitive programmes in such instances. As yet, programmes address single protected grounds and do not cross over or make links into the other strands of identity. Furthermore, programmes on targeted harassment tend not to be accredited, which means that they have less status than other programmes (for

instance, those for working with sex offenders) and are not validated, audited or improved upon – but rather rely on individual officers to research what tools are available.

One Probation Service interviewee described the development of a ‘Promoting Human Dignity’ programme that seeks to help perpetrators understand the impact of their behaviour upon victims. Interviewees from other public authorities have implemented specific interventions to promote respect for women. One example is a project working with children whose mothers have experienced domestic violence; and another run by a local Youth Offending Service to encourage young male offenders to develop more positive attitudes towards women.

One interviewee described how in their local area, some early intervention work took place with offenders whose crime was not related to targeted harassment, but whose Probation Officer assessed them as having attitudes that were of concern. However, they stated that this is dependent upon the commitment and capacity of the individual Probation Officer. Interviewees from the Probation Service suggested that a variety of tools and programmes are constantly under development by the different probation services and trusts. However, some gaps in tools remain – for example, a lack of tools for what was described as ‘inter-ethnic’ harassment where the perpetrator and victim are from different ethnic minority groups. They suggested that the development of more intensive work to address the socialisation of discriminatory views could also be beneficial.

Equally, several interviewees described a need for more resources to support the development of community-based work. However, substantial resources are required to address the very deep-rooted prejudice that can exist against certain groups in society. One interviewee highlighted that some school-based interventions will be working with (perhaps unknown) perpetrators of targeted harassment. This is of key importance given that victims and perpetrators will be in the same environment on an almost daily basis. Another interviewee identified how the close community links forged by Police Safer Neighbourhood Teams also place them in a strong position to both support victims and work with perpetrators.

Interviews conducted with RSLs revealed how they may give perpetrators living in their accommodation written warnings and require them to sign behavioural agreements that highlight their tenancy conditions prohibiting them from harassing other residents. One interviewee described how small RSLs can find it difficult to offer appropriate help to perpetrators (for example, to address substance misuse) whilst also supporting victims – and so housing sanctions (injunctions and eviction proceedings) may be applied if initial Police involvement fails to remedy the situation.



Interviewees stated that RSLs are sometimes involved in multi-agency action groups, but have only limited resources available to introduce programmes and plans for perpetrators.

### 9.5 Summary

Over two fifths of survey respondents reported that their **organisation did not have** a role to play in working with perpetrators of targeted harassment, with RSLs reporting much more of a role than Local Authorities and the Police. Just under a fifth of them reported taking **no form of action** with perpetrators. And just under a quarter of those respondents who recognised their organisational role in working with perpetrators reported that they **did not** monitor what they had done, and just under a third reported that they **did not** evaluate this aspect of work.

## 10. Support, guidance and training on targeted harassment

### 10.1 Is the right support available to organisations?

Around four fifths of survey respondents felt that the right **support** is available to help their organisation to address targeted harassment, which is a positive finding. Respondents were most likely to say they had the right support around race/ethnicity and least likely around age (see Table 10.1). While the vast majority of respondents from the Police and RSLs felt that the right support was available in relation to each of the protected groups, only around two thirds of Local Authorities felt this to be the case in relation to age.

**Table 10.1 Percentage of respondents who felt that the right support *is* available to help their organisation to address targeted harassment**

Protected ground	Other authorities	Local Authority	Police Force	Registered Social Landlord	ALL
	% No	% No	% No	% No	% No
Age	100 (11)	66 (65)	100 (10)	90 (29)	78 (115)
Disability	100 (12)	69 (65)	91 (11)	90 (30)	80 (118)
Gender	100 (12)	71 (65)	100 (10)	93 (29)	82 (116)
Transgender status	100 (12)	69 (67)	91 (11)	93 (30)	80 (120)
Race/ethnicity	100 (12)	76 (62)	91 (11)	97 (29)	85 (114)
Religion or belief	100 (12)	70 (64)	91 (11)	93 (29)	81 (116)
Sexual orientation	100 (12)	70 (66)	91 (11)	90 (30)	80 (119)

Note: Percentages calculated from those who responded either 'yes' or 'no' - missing responses not included.

When asked what kinds of **support** would be helpful, respondents cited the following:

- A centralised team who could be called upon for advice and support, or who could deliver training to relevant staff.
- More support for agencies delivering support services to victims and witnesses.
- A network/central source of information that helps to inform and develop practice by containing information about existing (best) practice.

We have good data sharing in our area but we seem to be one of a few bubbles of information and there is much less information in the county and wider area. It would be good if there was a central source of information and, more importantly, sharing of best practice.

(Local Authority respondent to online survey)

Opportunities to share good practice.

(Local Authority respondent to online survey)

- Targeted/ring fenced funding from central government.

There is little funding available to rural Community Safety Partnerships with limited capacity to tackle targeted harassment.  
(Local Authority respondent to online survey)

- Signposting to agencies/organisations that can provide support.

Opportunities to be signposted to agencies that can provide support.  
(Local Authority respondent to online survey)

Respondents did not specify support for work on targeted harassment with any particular group in the online survey responses. However, the qualitative interviews gave the research team an opportunity to explore in more detail the types of support that public authorities could find useful in developing their work on targeted harassment.

Providing opportunities for practitioners to come together to learn, to meet others working in the same field, to share promising practice and to attend workshops was recommended. Many interviewees described how their posts are quite isolated – with just one person responsible for diversity and equality across their whole organisation. As a result, several public authorities had hosted a targeted harassment conference to raise awareness and share good practice.

Promoting the development of Equality and Diversity Steering Groups within public authorities, so that responsibility for this area of work does not rest solely on one person and approaches can get cascaded more easily, was also suggested. Such groups should include members from across all of the protected grounds (including intersectionality, as far as possible).

It was also suggested that providing a central port of call for information/advice/guidance on developing approaches and on clarifying legislation, would be helpful. Several interviewees described undertaking a substantial amount of research to develop their work, and access to a searchable database of developing practice across England, Scotland and Wales would be very useful (whilst also providing a repository for research that they had already completed). Whilst some interviewees reported positive experiences of working with groups such as Stop Hate UK and Stonewall, access to a single organisation promoting work across all protected grounds was thought to be helpful. Similarly, while it was reported that ACPO is currently developing guidance on hate crime, having a central

body for all public authorities that collected and disseminated up-to-date information and guidance would be beneficial.

Writing to all Local Authority Chief Executives to emphasise the continuing importance of their (mandatory) work on targeted harassment was recommended. Developing and promoting a nationally recognised symbol to indicate a Third Party Reporting Centre – so that people recognise it, irrespective of whether English is a second language to them, or whether they have literacy difficulties or a learning disability – was another interesting suggestion. Reviewing local policies and action plans, and acting as a ‘critical friend’ in the development of public authority approaches to targeted harassment would also be welcomed.

In terms of specific equality groups, several interviewees stated that disability hate crime remains a relatively under-developed area of work – and that, even where working groups have been formed and consist of voluntary sector and disabled group representatives – assistance to gain a more complete understanding of disability issues would be welcome. Their key areas of interest included support to develop services in a way that empowers users, and working with individuals with learning difficulties in particular. It was felt that the current Equality and Human Rights Commission Inquiry into disability related harassment is well timed, keeping public authorities focused on targeted harassment at a time when they might otherwise be tempted to consider cutting services due to public service budget restraints.

The EHRC Inquiry [into disability related harassment] will help the CPS to improve very positively – identifying the types of monitoring that need to be put into place to deliver its duties. It’s fair to say that around disability, transgender and sexuality, getting information about victims, witnesses and defendants is actually quite challenging – but without it, how can you be sure that you’re delivering the service? I think the EHRC is really important in giving that kind of steer and support to organisations – sharing good practice – ‘this is how other organisations have done it’. And to have a body that has statutory powers to hold people to account, I think, is very helpful – it makes sure we focus on equalities, we don’t take our eye off the ball.

(Crown Prosecution Service respondent)

## 10.2 Is the right guidance available to organisations?

Between around 74 and 80 per cent of survey respondents felt that the right **guidance** is available to help their organisation to address targeted harassment (see 10.2).

**Table 10.2 Percentage of respondents who felt that the right guidance is available to help their organisation to address targeted harassment**

Protected ground	Other authorities % No	Local Authority % No	Police Force % No	Registered Social Landlord % No	ALL % No
Age	87 (15)	65 (78)	83 (12)	87 (31)	74 (136)
Disability	88 (16)	69 (81)	100 (12)	88 (32)	78 (141)
Gender	88 (16)	71 (79)	91 (11)	91 (32)	79 (138)
Transgender status	87 (15)	69 (80)	100 (12)	88 (32)	78 (139)
Race/ethnicity	88 (16)	73 (81)	100 (12)	91 (32)	81 (141)
Religion or belief	88 (16)	71 (79)	100 (12)	87 (31)	79 (138)
Sexual orientation	88 (16)	72 (76)	100 (12)	88 (32)	80 (136)

Note: Percentages calculated from those who responded either 'yes' or 'no' - missing responses not included.

Similarly to support, while the vast majority of the Police and RSLs felt that the right guidance is available in relation to all the protected, only around two thirds of Local Authorities felt this to be the case for age.

When asked what kinds of **guidance** would be helpful, respondents cited the following:

- Simple guidance that incorporates all harassment issues into a user-friendly format.
- Guidance which is not based exclusively on the experiences of unitary authorities/urban populations.
- Best practice guidance (addressing issues such as working with perpetrators, helping victims, improving reporting, preventing harassment etc.).

Good practice on reporting, monitoring and in particular actions to prevent or address hate incidents and protocols for information sharing and case work.

(Local Authority respondent to online survey)

- Information on support groups for victims.
- Information on changing the behaviour of perpetrators.
- More clarity from central government.
- Clearer distinction between targeted harassment and antisocial behaviour.
- Clarification of legislation.
- Multi-agency training.

- Practical guidance on how to support low-cost, sustainable interventions as part of mainstream work.
- More information on how to reach disadvantaged groups.
- Increased information/guidance on age-related harassment.
- Specific guidance for housing professionals and schools.

Interviewees in the qualitative phase also revealed a need for guidance on developing approaches in relation to the intersection of protected grounds and on addressing human rights for victims and witnesses, as will be discussed at greater length in Chapter 11.

### 10.3 Training

Over four fifths of respondents reported that their organisation had provided training for staff on targeted harassment (see Table 10.3). However, while nearly all the Police respondents and the majority of RSL respondents reported having provided training across all the protected groups, only around four fifths of Local Authority respondents had done so.

**Table 10.3 Percentage of respondents whose organisations had provided training on targeted harassment to its staff**

Protected ground	Other authorities	Local Authority	Police Force	Registered Social Landlord	ALL
	% No	% No	% No	% No	% No
Age	81 (16)	77 (83)	93 (15)	88 (32)	82 (146)
Disability	88 (17)	85 (89)	100 (15)	88 (33)	88 (154)
Gender	88 (16)	81 (84)	93 (15)	88 (33)	84 (148)
Transgender status	87 (15)	78 (88)	100 (15)	87 (31)	83 (149)
Race/ethnicity	88 (16)	84 (89)	100 (15)	88 (33)	87 (153)
Religion or belief	88 (16)	80 (87)	100 (15)	88 (32)	85 (150)
Sexual orientation	88 (16)	81 (88)	100 (15)	88 (33)	85 (152)

Note: Percentages calculated from those who responded either 'yes' or 'no' - missing responses not included.

Equally, just over four fifths of respondents felt that staff in their organisation required training/further training on targeted harassment (see Table 10.4). However, fewer RSL respondents stated that staff in their organisation needed training/further training than their Police and Local Authority counterparts. The findings that most organisations have covered training on harassment targeted at different groups for their organisation, does not tell us about the **type and content** of what they received. Thus, respondents clearly felt that they could benefit from **more** training on these issues.

**Table 10.4 Percentage of respondents who felt staff in their organisation required training/further training on targeted harassment**

Protected ground	Other authorities % No	Local Authority % No	Police Force % No	Registered Social Landlord % No	ALL % No
Age	93 (15)	85 (75)	79 (14)	63 (30)	81 (134)
Disability	94 (16)	86 (79)	79 (14)	60 (30)	81 (139)
Gender	94 (16)	86 (77)	79 (14)	60 (30)	80 (137)
Transgender status	94 (16)	87 (80)	79 (14)	60 (30)	81 (140)
Race/ethnicity	94 (16)	87 (77)	85 (13)	59 (29)	82 (135)
Religion or belief	94 (16)	87 (79)	79 (14)	60 (30)	81 (139)
Sexual orientation	94 (16)	86 (78)	79 (14)	60 (30)	80 (138)

Note: Percentages calculated from those who responded either 'yes' or 'no' - missing responses not included.

#### 10.4 Summary

Around four fifths of survey respondents felt that the right **support** is available to help their organisation to address targeted harassment. The highest levels of appropriate support were reported to exist in relation to race/ethnicity, and the lowest in relation to age. While the vast majority of respondents from the Police and RSLs felt that the right support was available to them, only around two thirds of Local Authorities felt this to be the case. Between three quarters and four fifths of survey respondents felt that the right **guidance** is available to help their organisation to address targeted harassment. While the vast majority of the Police and Registered Social Landlords felt that the right guidance is available in relation to all the protected grounds, only around two thirds of Local Authorities felt this to be the case. Over four fifths of respondents reported that their organisation had provided training for staff on targeted harassment. However, while nearly all the Police respondents and the majority of RSL respondents reported having provided training across all the protected grounds, only around four fifths of Local Authority respondents had done so. The findings that most organisations have covered training on harassment targeted at different groups for their organisation, does not tell us about the **type and content** of what they received. Respondents clearly felt that they could benefit from **more** training on these issues (around 4 in 5 respondents).

## 11. Moving forward

### 11.1 Priorities identified for the next 12 months

When asked what their organisation's priority actions in relation to targeted harassment were for the next 12 months, the most commonly reported priority was to increase reporting (e.g. raise awareness of the 'problem'; raise awareness of reporting mechanisms; set up reporting centres; increase reporting from marginalised and vulnerable groups; develop a multi-agency reporting system; improve response to reports; publicise 'success stories', and improve 'customer satisfaction' and public confidence). Other priorities included to:

- Improve support services for victims (particularly repeat victims).

Identify and work to fill gaps in support provision by statutory, voluntary and community groups in the different diversity strands (i.e. there is currently support available to victims in some geographical areas and in some diversity categories but not in others – the aim is to ensure that a pretty equivalent level of support is available to all victims, regardless of area or diversity category).

(Local Authority respondent to online survey)

- Improve responses to stop targeted harassment when it is reported.

To increase detections.

(Police respondent to online survey)

Enable effective working practices to bring more offenders to justice and have more effective solutions to prevent hate crime.

(Local Authority respondent to online survey)

- Increase community confidence and satisfaction.

To widely publicise our successes in dealing with targeted harassment to our tenants to increase their confidence in us as a landlord.

(Registered Social Landlord respondent to online survey)

To increase confidence levels amongst the most vulnerable groups and residents across [named area], through continuing publicity campaigns and leaflet dropping.

(Local Authority respondent to online survey)



- Focus on specific equality groups. Most commonly mentioned was gender, followed equally by race/ethnicity (within this a focus on asylum seekers and Gypsies and Travellers), sexual orientation, transgender status and disability.
- Develop, review and update relevant policies and procedures.

Support the development of a countywide hate crime strategy and action plan across a wide partnership.

(Local Authority respondent to online survey)

Complete a hate crime policy and procedure.

(Police respondent to online survey)

Approve revised ASB policy including harassment.

(Registered Social Landlord respondent to online survey)

- Continue to deliver/develop training to staff.

Develop and deliver specific training for employees in all organisations.

(Local Authority respondent to online survey)

- Strengthen partnership working (for Local Authorities, particularly with the Police and third sector organisations).

Develop the Hate Crime Multi Agency Panels in partnership with our key stakeholders in the three local authority areas.

(Local Authority respondent to online survey)

- Develop a more robust evidence base to inform future activity/priorities.

To carry out a mapping exercise in relation to Hate Incidents.

(Local Authority respondent to online survey)

Among the small sample of qualitative interviewees, the most commonly reported priority action was to develop further community engagement. This development focus was thought to have multiple potential benefits, including: increasing public confidence and cohesion; boosting the reporting of incidents; and involving communities in developing public authority responses to targeted harassment. Linked to this was work to develop hate crime strategy communication plans – again seeking to raise public awareness of the actions being taken, to improve relations with local communities and to help identify local priorities. Some interviewees

reported working with specific groups of vulnerable individuals to lower barriers to reporting incidents, or seeking to improve local responses to specific protected grounds, with transgender status, ethnicity, religion/belief and disability all being mentioned. Several interviewees were making use of existing community safety community engagement structures, seeking to expand locality-based crime and safety subgroups and further to develop community involvement panels.<sup>13</sup>

Other priorities reported by interviewees – some of them quite general objectives – included:

- To reduce levels of victimisation and improve support and outcomes for both victims of targeted harassment and partner agencies.
- The continued roll-out of training for neighbourhood officers and Police Officers – addressing targeted harassment, its impact, improving reporting and raising confidence in reporting.
- Further development of CPS Hate Crime Scrutiny Panels – where representatives of the protected grounds examine prosecutors’ decision-making and disseminate any resulting learning.
- CPS implementation of core equality actions to ensure that equality structures mesh with mainstream CPS work and support hate crime coordination and community engagement structures properly.
- The development of peer mentoring/’buddying’ schemes within schools to prevent bullying and harassment, and support victims.
- Implementation of a sexuality programme for schools.
- The development of a ‘Safe Places’ scheme for individuals with learning disabilities.

## 11.2 Planning for public sector cuts

At the time of the interviews for this research, the scale and nature of the public sector budget cuts were unknown. However, some public authorities were already undergoing substantial organisational restructuring – adding to the uncertainty over future posts and funding. Several interviewees described feeling worried that all aspects of equality and diversity work can be seen as an ‘add on’ and therefore vulnerable to budget cuts – but it was thought that good leadership, and integrated equality processes and structures to support its implementation should help to protect this area of work. However, several interviewees mentioned having to counter negative community or media responses about ‘wasting money’ on diversity and equality work.

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<sup>13</sup> Groups chaired by local residents (with support from practitioners).

Some Local Authorities reported having reasonably-sized community safety teams to implement their work on targeted harassment, though many posts are funded through fixed-term project grants, so there was concern among certain respondents that there could be substantial reductions in capacity as funding dries up. Other Local Authorities are considering proposals to merge Anti-Social Behaviour and Hate Crime teams – and some are beginning to experience the impact of their partners' budget restrictions.<sup>14</sup>

A lot of organisations are not properly funded. Some organisations – including local councils – don't have the resources to work as closely as they would like to on targeted harassment. The biggest problem that you'll find now is that cuts are being made throughout the public sector. Unfortunately the colleagues that I need to work with in other organisations – their jobs are going. You tend to find that things will go wrong where a public body does not have the resources in terms of equality and diversity. Or, they have got the resources but they haven't got enough clout within their own organisation to change it. These jobs are the first to go when any cuts are announced.  
(Local Authority interview respondent)

Two particularly resource intensive (but fundamental) aspects of delivering equality work – community engagement and specialist training – were identified as being at risk of funding cuts. The CPS is currently undertaking a review to identify potential savings, part of which involves considering merging its area scrutiny panels. It is also looking at better ways to coordinate its training and community engagement – perhaps merging the latter with work undertaken by the Police. This may result in more streamlined work and/or cooperative working arrangements, but it could also result in more tokenistic approaches to community engagement:

We could improve our prevention work in terms of targeted harassment with more resources. You have to get out there, to listen to people and find out what their concerns are and get in amongst people in order to help solve their problems. Unfortunately at the moment there are extensive cuts in various places, which are going to cause big holes.  
(Crown Prosecution Service interview respondent)

Aside from anticipating reduced resources for community engagement, many respondents are concerned about the impact of public sector spending cuts upon the

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<sup>14</sup> Capacity Builders has been providing development support for the voluntary sector and funding some equality projects – but its future is currently under question.

ability to deliver ongoing staff training and awareness-raising. It is also feared that budgets for publicity, awareness-raising and building community cohesion will get cut, severely restricting the positive development of community work. Other specific aspects of work thought to be particularly at risk of being cut include:

- Perpetrator programmes.
- Support services for victims.
- ‘Low-level’ harassment cases.
- Service delivery to large rural/remote communities.

Small public authorities (that have not already done so) may be likely to give responsibility for developing equality and diversity work to one person as only part of their workload – the risk being that other demands severely restrict the work on targeted harassment that can be achieved.

We are a small force and as a result of that, we often have Police Officer roles that are combined into one person’s job. For example, the Inspector has responsibility for violence reduction, hate crime, youth development, and so on. He has a wide range of portfolios as do I, but mine are all broadly focused within the equalities field. All that this means in terms of dealing with problems is that one person can only do so much in every single area.

(Police interview respondent)

### 11.3 Intersecting identities

In the qualitative interviews, authorities were asked how their organisation had been dealing with the fact that individuals often have multiple aspects to their identities that include several protected grounds, for example, a disabled, older woman. This intersectionality means that people’s needs and experiences of targeted harassment may be complex, and authorities may need to respond in a suitably nuanced manner.

In terms of responding to intersectional identities, public authorities reported that they commonly relied on how victims interpret/experience the ‘main focus’ of the harassment. This can result in obscuring key types of harassment as victims may be more confident in discussing certain aspects of their identity (for example, ethnicity, physical disability, gender) rather than those that they feel particularly sensitive about (perhaps sexual orientation, transgender status and mental health issues). Reliance on victim interpretation of the nature of harassment depends on an individual’s awareness and capacity to recognise the *targeted* nature of their

victimisation, highlighting the need not only to raise awareness but also to provide particular support for individuals with learning disabilities.

The combinations of intersecting identities that were mentioned by this small sample of interviewees related to:

- **Age and ethnicity** – identified through the provision of drop-in groups for older minority ethnic communities. Related to this is the provision of an Arabic speaking elder group which has been worked with to raise awareness of targeted harassment, with Police Officers showing them around the local Police station to (1) show how reports are dealt with, and (2) break down barriers and increase trust in the Police.
- **Age and sexual orientation/gender identity** – whilst older groups of lesbians, gay men, bisexual and transgendered people may be difficult to identify and engage with, one local authority has developed work with the national organisations representing these groups in an attempt to develop local networks. In terms of young people and sexual orientation, another local authority is about to run a programme to increase awareness about sexuality within secondary schools (the development of which has been assisted by Stonewall).
- **Disability and age** – partnership work has been developed between one local authority and the Social Services Learning Disabilities team to establish a hate crime/anti-bullying steering group in recognition of the targeting of older people with learning disabilities. An interviewee from another area reported the overlap between young people and disability – having received reports of young people who are taking control of their own budgets (under the personalisation agenda) being vulnerable to targeted financial exploitation. In response, it has set up an anti-exploitation group to collect and exchange information/concerns about protecting vulnerable young adults.
- **Ethnicity and disability** – one interviewee described receiving reports of disability/mental health related harassment from individuals from ethnic minority communities; he was starting to provide a response tailored to each individual's needs.
- **Gender and ethnicity** – identified through the provision of ethnic minority women's groups (often appealing to older women).<sup>15</sup>

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<sup>15</sup> Whilst not interviewed directly, the Metropolitan Police Service was reported to have conducted research into BME lesbian's experiences of victimisation – apparently finding that not only do they suffer relatively high rates of victimisation, but also that they are unlikely to report them.

The examples highlighted above provide just a snapshot of intersectional identity targeted harassment examples, and do not necessarily represent the most common intersectional targeted harassment issues faced by people across Britain – which are as yet unknown. Some of these intersections, notably gender and ethnicity, and age and ethnicity, are more easily explored because of pre-existing community groups that can provide an easily accessible route for consulting and learning about members' experiences of harassment. Awareness of the targeted harassment experienced by members of more 'hidden' identity groups will be more limited.

A small number of interviewees reported not 'coming across' any cases of intersecting identities and targeted harassment. This may indicate a need to develop understanding and training for frontline staff in order to understand the implications of intersectionality and also more sophisticated recording mechanisms.

Several interviewees reported needing guidance on developing approaches to deal with intersectional harassment. This is a complex field, where harassment or violence for specific intersecting groups may need to be prioritised. One interviewee stated that they thought the Equality and Human Rights Commission should be central to developing thinking on this issue:

If we have the idea that cross-strand approaches and people's experiences of the intersectionality of identity can be very different, it would help us to think in a more sophisticated way about our community engagement approach. ... To have that thinking from the EHRC should be really helpful, because identity is getting really, really complex and what I think will not work in this political environment would be to have, not a clumsy approach, but an 'un-nuanced' approach. Because it can be very 'identity-politics' based, rather than actually the evidence showing us that this group are having a particular experience in this area, and we need to do something about it. ... We need to understand that individual identity and experience as a service user is complex and can change from person to person – but also the way that identity can come together can create a certain experience and I think actually helps to bring groups together.  
(Crown Prosecution Service respondent)

#### 11.4 Human rights approaches

Interviewees were asked whether they had developed human rights approaches in their work on targeted harassment, as the links between human rights and harassment are inseparable. Treating targeted harassment as a human rights issue, in addition to how it perpetuates inequality, is increasingly important in the public domain. Interviewees ranged in their responses – from those who reported that it is

completely integral to their work (with all strategies and practice based on human rights approaches, and a strong focus on empowerment, inclusion and the right to live free from harassment) – to those who maintained that their work was minimally informed by human rights. Some interviewees found it difficult to gauge the degree to which human rights approaches were embedded within their organisation, though too few gave sufficient depth of information to allow any distinctions to be drawn between those groups who might have a strong or weak understanding of this issue.

Other findings from the qualitative interviews include:

- There is a challenge in understanding the subtleties of each human rights article and its implications for public authorities.
- Uncertainty exists over the extent to which frontline workers (particularly reporting centre staff) need to be trained in human rights approaches, and the level of resources that would be required to achieve this.
- From the CPS perspective, there is a need to examine both equality and access to justice, *plus* the right to be safe and secure. The CPS has provided guidance to prosecutors on the links between its work and relevant human rights law – but more commonly prosecutors initially think about human rights in terms of defendants' rights to a fair trial. It is felt that more focus should be placed on recognising the human rights implications for victims and witnesses. Indeed, across all public authorities, human rights are often considered primarily in relation to perpetrators challenging the conditions of injunctions (as potentially breaching their human rights). All public authorities may therefore need assistance to think about the human rights aspects of their work with victims and witnesses of targeted harassment – an important role that the Equality and Human Rights Commission could fulfil.
- One interviewee described local work with young people on the Unicef Charter of Rights for *children* – a programme of workshops and activities to explore children's rights and responsibilities to each other (including a right to respect within schools). This work is currently being piloted across six Local Authorities.

The interviews did not indicate how far human rights principles – for example, the right to be safe and protected from violence – were embedded in the work of public authorities on targeted harassment. Therefore, the information above offers a snapshot of how interviewees responded to a single question.

### 11.5 Preparation for the Public Sector Equality Duty

The relatively small number of interviewees in the qualitative part of this study reported feeling well prepared for the then forthcoming public sector equality duty.<sup>16</sup> They anticipated that they would not need to change their fundamental approaches, but might take the opportunity further to develop training and dissemination on their policies and procedures. Several interviewees reported the establishment of working groups to review policies and prepare for the public sector equality duty. This was sometimes combined with the development of more detailed community profiles to identify support needs and ensure that resources are directed effectively. These new approaches were being adopted not only by the public authorities who participated in this research, but also all by the wider group of organisations with whom they worked in close partnership.

In part, the fragmented way that equality and diversity legislation and criminal legislation has developed over the years was thought to have resulted in an implicit 'hierarchy' of protected groups. The interviewee raising this issue hoped that the public sector equality duty would help to put an end to this – although the continued existence of criminal legislation to cover some protected groups, and not others, may prolong the perception of differential levels of protection for victims of targeted harassment:

We've got the specific race and religious offences – it's not the same for disability hate crime, for homophobia. That in itself creates a hierarchy of diversity and that causes problems... so the fact that racial, religious and the rest of the targeted hate crimes are dealt with by legislation differently sends out quite a negative message. ... You've got specific offences created for racial hatred and religious hatred – [but] you don't have the same for other strands of diversity, which in itself, a lot of the public and communities view that as wrong because certain minority groups are not afforded the same levels of protection – even though you've got enhanced sentencing powers for homophobia and disability.

(Police interview respondent)

Numerous interviewees hoped that the public sector equality duty would give them the facility to simplify their policy processes and ensure that each protected ground is afforded the same level of priority. Similarly, they hoped that the public sector equality duty would make it simpler to apply the legislation – moving away from strand-based actions to approaches that draw intersectional links together more

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<sup>16</sup> In particular, the CPS has had a single equality scheme since 2007/08.



cohesively. Several respondents described how they hoped that the new public sector equality duty would increase the focus on intersectionality and encourage continued flexibility in developing approaches to eliminate targeted harassment. They stated that this would need to involve an approach that recognises not only the nature of targeted harassment that an individual experiences, but also how any aspects of their (intersectional) identity may impact upon their access to support services and the steps that need to be taken to increase ease of access.

We don't try to pigeonhole people into one area of vulnerability, we look at the individual and their individual needs. It's not a question of trying to deal with one particular issue – people cover a spectrum [of identities] and we try to deal with them appropriately. That features in all our training.  
(Police interview respondent)

There were also several queries raised with regard to the implications of the public sector equality duty.

I can see that it [the public sector equality duty] is important but I also think that there's value in individual groups that have distinct issues and distinct needs. Targeted harassment wouldn't feel the same for each of the seven groups. It doesn't impact on those seven groups in the same way. My fear is that if it all gets lumped in together therefore it will feel like it's more manageable but I don't necessarily think that we will manage it more.  
(Probation Service interview respondent)

## 11.6 Summary

In the next 12 months authorities will be reviewing and updating their policies and procedures; implementing improved recording systems; continuing to deliver and develop training to staff; working to increase reporting; and making improvements to both victim services and to partnership working. In terms of responding to intersectional identities, public authorities reported that they commonly relied on how victims interpret or experience the 'main focus' of the harassment. They stated that this can result in obscuring key types of harassment as victims may be more confident in discussing certain aspects of their identity (for example, ethnicity, physical disability, gender) rather than those that they feel particularly sensitive about (perhaps sexual orientation, transgender status and mental health conditions).

## 12. Conclusions

Public authorities have a leadership role to play in eliminating targeted harassment. The existing evidence base on public authorities' responses to targeted harassment is unsystematic and under-developed. This project is the first attempt at a systematic investigation of what public authorities in Britain are doing to eliminate targeted harassment directed at people on the grounds of age, disability, gender, race, religion or belief, sexual orientation or transgender status.

The methodology was not designed to evaluate the effectiveness of the current action taken by public authorities. Instead it aimed to get a broad sense of what public authorities were doing on this issue. Moreover, although the research was successful in generating rich findings, the response rates (whilst comparable to many other online surveys) were too low to make broad generalisations about the national picture, or to make comparisons between England, Scotland and Wales. However it did generate insight into the action that a broad range of public authorities reported they were taking on different targeted harassment issues and the groups that are targeted.

The research was conducted with public authorities prior to the introduction of the new Equality Act 2010. At the time of the research, public authorities had duties under existing equalities legislation relating to preventing targeted harassment on the grounds of disability, gender, race and gender reassignment. The new general public sector equality duty has since come into force, across England, Scotland and Wales, on 5 April 2011. This duty covers age, disability, gender, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion and belief and sexual orientation and will ensure that public authorities have due regard to the need to:

- eliminate unlawful discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
- advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it; and
- foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

Thus, work to tackle targeted harassment is at an important juncture within Britain and the new public sector equality duty has the potential to act as a driver to influence public authorities to take action to address targeted harassment.

The project found that the majority of the surveyed respondents stated their organisation had policies in place that included something in them about harassment targeted at people on the grounds of age, disability, race, gender, transgender status, religion or belief or sexual orientation. This pattern was similar for the Police, Local Authorities and RSLs.

Action plans can provide a means of identifying priorities and actions that are in the process of being implemented and are the responsibility of named agencies that sign up to deliver them. They can become a powerful driver for change and a useful method of ensuring that agencies are accountable to partners and local people. It is therefore disappointing that over 4 in 10 of respondents stated their organisations had no action plans on targeted harassment for the seven equality groups, and this was especially evident in the case of age. RSL respondents were less likely than the other public authority respondents to have action plans for the protected groups. Therefore, translating good intentions in policy into measurable actions may remain a key challenge, especially for RSLs.

In developing policies and action plans, respondents placed greater emphasis on the use of equality impact assessments and the involvement of people affected by targeted harassment than they do on the use of data. The least developed areas were on the impact of targeted harassment and data in relation to age, transgender and sexual orientation. This may be explained by under-reporting resulting in a lack of data on these groups, or lack of knowledge about the impact of targeted harassment. A lack of recognition of the need or value of these data may also be a relevant factor. Working with other organisations to tackle targeted harassment is highly regarded and an important practice in the research. This scale of partnership working most likely reflects the frequency with which work on targeted harassment is delivered by community safety partnerships and/or antisocial behaviour teams, themselves multi-agency partnerships. Working in partnership is one of the key ways that authorities engage with the different equality groups in their work around targeted harassment, and is a crucially important interface. Among all public authorities taking part in the research, there was scope to involve user groups and potential beneficiaries more extensively in the development of strategic responses. This was particularly the case for age and transgender status-related harassment.

The findings suggest that not all public authority respondents fully appreciated the role they need to play in relation to targeted harassment. Apart from a reasonable consensus regarding their role in helping people to report and recording targeted harassment, there were clear signs that prevention of targeted harassment, and work with victims and perpetrators, was less developed in relation to different groups. Indeed, some respondents did not recognise they have a role in these

regards, and are taking no action in these areas, which leaves their service users vulnerable. Increasing reporting was also the most commonly reported future priority by public authority respondents. It is important that the valuable efforts of public authorities to increase reporting is not undermined by the absence of action, whether in the context of preventing it from happening in the first place, recording incidents, supporting victims and working with perpetrators.

In general terms, a minority of public authority respondents still do not recognise that they have a role to play in addressing targeted harassment. It is vital that all public authorities recognise the role they need to play in preventing targeted violence as part of their work to promote equality, foster good relations and protect human rights. Of greater concern is that among the public authority respondents who recognised they have a role in addressing targeted harassment, not all of them reported actually taking action and fewer still stated that they monitored/evaluated how successful their actions were. This suggests that the good intentions of public authorities do not always result in action that makes a positive difference to the lives of people experiencing targeted harassment.

Alongside partnership working, public authority respondents were most likely to have developed their work and action with all equality groups in helping people to report targeted harassment. This infers that public authorities are taking on board a variety of approaches to help people to report, and have developed a greater understanding of the barriers to certain groups, notwithstanding their own role in this process.

It is clear that monitoring and evaluation of action (taken on prevention, reporting, recording, supporting victims and working with perpetrators) needs further development across almost all public authorities. Relatively few public authority respondents stated that they monitored and evaluated the outcomes of their interventions, whether those were directed towards prevention, reporting and recording, helping victims or working with perpetrators. There are a range of challenges in relation to evaluating outcomes of actions (for example, in terms of reductions in harm or levels of crime; service user satisfaction; efficiency; cost benefit analysis and identifying transferrable practice). However, it is essential that evaluation is undertaken and communicated externally so that the organisation is accountable to local people and can identify and share what works and what does not work in tackling targeted harassment. Without more action to monitor and evaluate work in this context, it is easy for particular strands of work with groups to fall through the net, and for 'postcode lotteries' to ensue. This will mean that people's experiences are determined by where they live and what the public authorities are prepared to do in their area, rather than receiving greater harmonisation of practice. In particular, efforts do need to be made to evaluate the benefits and limitations of

relying upon partnership working, especially where resources are insufficient and increasingly put to competitive tender in the future. In such contexts, it is feasible that public authorities that work quite appropriately on the premise that targeted harassment is the concern of a certain partnership, may suddenly find that no-one is attending to the problem of targeted harassment. For example, the particular individuals who have led key initiatives have moved to new jobs as public sector organisations restructure in response to new budgetary challenges and third sector organisations reconsider which priorities they can deliver effectively on.

With the survey providing very few examples of private sector involvement in eliminating targeted harassment, this could imply a need both to incentivise business sector involvement and raise awareness of its importance. A further challenge involves the dissemination of positive practice and research findings so that positive practice lessons can be fully capitalised on. This is especially the case with regard to work with perpetrators of targeted harassment. At one level the lack of preventative work is unsurprising – much of the wider literature in this field focuses much more extensively, and often exclusively, on the victim rather than the perpetrator. Nevertheless, there is scope for organisations to think about engaging with perpetrators in their responses to targeted harassment. The deterrent effects of policing and punishment can only ever be a part of the solution. But there is no escaping the need to do more to prevent increasing numbers of people from perceiving targeted harassment as a justifiable response to their own sense of grievance, and to undertake direct work with those already engaged in this kind of offending. In a few areas this message has got through with respect to racial harassment perpetrators in community and custodial programmes, but even here there is a need for this work to be properly valued and rendered more sustainable. In relation to harassment targeted at people because of their age, sexual orientation, transgender status or disability, work with offenders needs much more development, as it also does with respect to offenders whose prejudices are ‘intersectional’ – populations about whom relatively little is known.

Engaging victims in the development of this work is important to ensure that it is effective. Indeed, one could argue that it is essential for making all of this work more accountable to victims, whether that be the improvement of recording or reporting mechanisms, prevention work, or work designed to bring offenders to justice. That many public authorities are becoming adept at engaging users in their service provision will help in this regard, but it is still troubling that a sizeable minority of public authorities see neither a role for involving people from across the equality groups in their policies, nor a role for themselves in helping victims. In this respect, there is clearly scope for more coordination of support and guidance to help public authorities address targeted harassment, particularly in relation to the strands of

targeted harassment that have, until recently, evaded policy and research agendas. Providing this support would have a number of immediate benefits: it would help to reduce the sense of isolation that can be felt by those charged with addressing diversity and equality issues; it would encourage a more consistent approach to tackling targeted harassment in all its guises; and it would ensure that good practice is the norm, rather than the exception.

More generally, the way in which experiences, perceptions and needs can be affected by intersecting identities can often be overlooked by organisations whose focus may (understandably) be on the main focus of the harassment. This is something that the introduction of the Equality Act and the new public sector equality duty may help to address. However, there remains a need for guidance to help public authorities make practical sense of the complex and subtle intersections of identity characteristics and their implications. As budgetary pressures increase the impetus to combine services and roles in the equality field, it is imperative that the challenges of attending to intersectionality are kept in focus. Taking a human rights approach to preventing targeted harassment, and the need to be aware and informed about the balance between the needs of victims and the rights of perpetrators is crucial, if not always straightforward. A rush to 'one-size-fits all' provision could compromise the establishment of cutting edge practice that has only just begun to take hold. Developing centralised information systems and training that can be delivered across different public authorities could also enhance the capacities of different organisations to work together to tackle targeted harassment.

Within this context it is imperative that public authorities remain alive to the consequences of failing to deliver action on policies: on victims; on those with whom they work in partnership; and on the wider public whose faith in service providers and the importance of human rights depends on the achievement of effective practice across all equality streams. Public authorities are looking for guidance in crucial areas such as community engagement, specialist training, perpetrator programmes, victim support services, low-level harassment cases and service delivery in rural and remote areas. Most of the public authority respondents that were interviewed welcomed the legislative reform and the policy initiatives that have accompanied them. Most understand the value of appropriate monitoring and research evaluation, even if they often lack the skills and resources to deliver on these. Capitalising on this momentum to take action to eliminate targeted harassment to prevent it from occurring in the first place, as well as responding to it after it has occurred, must therefore remain a high priority if public authorities in England, Scotland and Wales are to move closer to eliminating the targeted harassment. Such harassment compromises human rights, compounds inequality

and damages so many people's lives in ways that, sadly, are not always reversible after the event.

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## Appendix A: Tables

**Table 1 QB1 Do any of your organisation's policies, strategies or action plans include anything about harassment targeted at people because of their:**

	All other authorities	Local Authority	Police Force	Registered Social Landlord	total
<b>Age</b>					
Action plan	8	61	8	13	90
%	42.1	56.0	42.1	37.1	49.5
Policy/strategy	18	98	18	35	169
%	94.7	89.9	94.7	100.0	92.9
total	19	109	19	35	182
<b>Disability</b>					
Action plan	12	77	12	17	118
%	57.1	64.7	63.2	44.7	59.9
Policy/strategy	21	112	19	38	190
%	100.0	94.1	100.0	100.0	96.4
total	21	119	19	38	197
<b>Gender</b>					
Action plan	10	74	12	16	112
%	52.6	64.3	66.7	42.1	58.9
Policy/strategy	18	107	18	38	181
%	94.7	93.0	100.0	100.0	95.3
total	19	115	18	38	190
<b>Transgender status</b>					
Action plan	8	72	11	16	107
%	40.0	61.5	57.9	47.1	56.3
Policy/strategy	19	107	19	34	179
%	95.0	91.5	100.0	100.0	94.2
total	20	117	19	34	190
<b>Race/ethnicity</b>					
Action plan	13	79	13	17	122
%	61.9	65.8	68.4	43.6	61.3
Policy/strategy	20	113	19	39	191
%	95.2	94.2	100.0	100.0	96.0
total	21	120	19	39	199

PUBLIC AUTHORITY COMMITMENT AND ACTION TO ELIMINATE TARGETED HARASSMENT AND VIOLENCE

<b>Religion or belief</b>	All other authorities	Local Authority	Police Force	Registered Social Landlord	total
Action plan	10	70	12	16	108
%	52.6	59.8	63.2	41.0	55.7
Policy/strategy	18	107	19	39	183
%	94.7	91.5	100.0	100.0	94.3
<b>Total</b>	<b>19</b>	<b>117</b>	<b>19</b>	<b>39</b>	<b>194</b>
	All other authorities	Local Authority	Police Force	Registered Social Landlord	total
<b>Sexual orientation</b>					
Action plan	9	70	12	16	107
%	45.0	58.8	63.2	42.1	54.6
Policy/strategy	18	110	19	38	185
%	90.0	92.4	100.0	100.0	94.4
<b>Total</b>	<b>20</b>	<b>119</b>	<b>19</b>	<b>38</b>	<b>196</b>

Note: All percentages calculated only from those who said 'yes' to question B1, from the following bases: Age n=182; Disability n=197; Gender n=190; Transgender status n=190; Race/ethnicity n=199; Religion or belief n=194; Sexual orientation n=196.



**Table 2 QB3 Did you involve people when developing your organisation's policies, strategies or action plans?**

<b>Age</b>	All other authorities	Local Authority	Police Force	Registered Social Landlord	Total
Yes	11	74	11	18	114
<i>column%</i>	57.9	67.9	57.9	51.4	62.6
No	5	14	4	9	32
<i>column%</i>	26.3	12.8	21.1	25.7	17.6
Missing	3	21	4	8	36
<i>column%</i>	15.8	19.3	21.1	22.9	19.8
Total	19	109	19	35	<b>182</b>
<i>column%</i>	100.0	100.0	100.0	100.0	100.0
<b>Disability</b>	All other authorities	Local Authority	Police Force	Registered Social Landlord	Total
Yes	15	99	15	21	150
<i>column%</i>	71.4	83.2	78.9	55.3	76.1
No	4	9	1	9	23
<i>column%</i>	19.0	7.6	5.3	23.7	11.7
Missing	2	11	3	8	24
<i>column%</i>	9.5	9.2	15.8	21.1	12.2
Total	21	119	19	38	<b>197</b>
<i>column%</i>	100.0	100.0	100.0	100.0	100.0
<b>Gender</b>	All other authorities	Local Authority	Police Force	Registered Social Landlord	Total
Yes	11	89	13	20	133
<i>column%</i>	57.9	77.4	72.2	52.6	70.0
No	4	11	2	9	26
<i>column%</i>	21.1	9.6	11.1	23.7	13.7
Missing	4	15	3	9	31
<i>column%</i>	21.1	13.0	16.7	23.7	16.3
Total	19	115	18	38	<b>190</b>
<i>column%</i>	100.0	100.0	100.0	100.0	100.0
<b>Transgender</b>	All other authorities	Local Authority	Police Force	Registered Social Landlord	Total
Yes	10	76	14	19	119
<i>column%</i>	50.0	65.0	73.7	55.9	62.6
No	7	19	2	8	36
<i>column%</i>	35.0	16.2	10.5	23.5	18.9
Missing	3	22	3	7	35
<i>column%</i>	15.0	18.8	15.8	20.6	18.4
Total	20	117	19	34	<b>190</b>
<i>column%</i>	100.0	100.0	100.0	100.0	100.0

PUBLIC AUTHORITY COMMITMENT AND ACTION TO ELIMINATE TARGETED HARASSMENT AND VIOLENCE

<b>Race</b>	All other authorities	Local Authority	Police Force	Registered Social Landlord	Total
Yes	13	100	14	21	148
<i>column%</i>	61.9	83.3	73.7	53.8	74.4
No	5	7	2	9	23
<i>column%</i>	23.8	5.8	10.5	23.1	11.6
Missing	3	13	3	9	28
<i>column%</i>	14.3	10.8	15.8	23.1	14.1
Total	21	120	19	39	<b>199</b>
<i>column%</i>	100.0	100.0	100.0	100.0	100.0
<b>Religion</b>	All other authorities	Local Authority	Police Force	Registered Social Landlord	Total
Yes	12	87	13	20	132
<i>column%</i>	63.2	74.4	68.4	51.3	68.0
No	4	10	3	9	26
<i>column%</i>	21.1	8.5	15.8	23.1	13.4
Missing	3	20	3	10	36
<i>column%</i>	15.8	17.1	15.8	25.6	18.6
Total	19	117	19	39	<b>194</b>
<i>column%</i>	100.0	100.0	100.0	100.0	100.0
<b>Sexual orientation</b>	All other authorities	Local Authority	Police Force	Registered Social Landlord	Total
Yes	12	82	13	21	128
<i>column%</i>	60.0	68.9	68.4	55.3	65.3
No	5	13	3	9	30
<i>column%</i>	25.0	10.9	15.8	23.7	15.3
Missing	3	24	3	8	38
<i>column%</i>	15.0	20.2	15.8	21.1	19.4
Total	20	119	19	38	<b>196</b>
<i>column%</i>	100.0	100.0	100.0	100.0	100.0

Note: All percentages calculated only from those who said 'yes' to question B1, from the following bases: Age n=182; Disability n=197; Gender n=190; Transgender status n=190; Race/ethnicity n=199; Religion or belief n=194; Sexual orientation n=196.

**Table 3 QC1 Do you work with other organisations to address targeted harassment?**

<b>Do you work with other organisations to address targeted harassment</b>	All other authorities	Local Authority	Police Force	Registered Social Landlord	Total
Yes	22	118	19	34	193
<i>column%</i>	<i>95.7</i>	<i>97.5</i>	<i>95.0</i>	<i>87.2</i>	<i>95.1</i>
No	1	3	1	5	10
<i>column%</i>	<i>4.3</i>	<i>2.5</i>	<i>5.0</i>	<i>12.8</i>	<i>4.9</i>
total	23	121	20	39	203
<i>column%</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>

Note: All percentages calculated only from those who said 'yes' or 'no' to question C1. Missing not included.

**Table 4 QC.4 Please specify who you work with:**

<b>Who do you work with ...</b>	<b>Yes</b>
Police Force%	87.6
Local Authority%	169
Probation Service%	72.5
Registered Social Landlord%	140
Passenger Transport Executive%	46.1
Fire and Rescue Service%	89
CPS/COPFS%	60.6
Third sector organisations%	117
	7.8
	15
	50.3
	97
	46.1
	89
	63.7
	123

Note: All percentages only calculated from those who said 'yes' to question C1. Base = 193.

**Table 5 QC.5 Is your organisation a member of a partnership/wider body?**

	Yes	No	Missing
<b>Is your organisation a member of a partnership/wider body</b>	175	11	7
	90.7 %	5.7%	3.6%

Note: All percentages only calculated from those who said 'yes' to question C1. Base = 193.

**Table 6 QC.6 Please specify:**

<b>Partnership/wider body...</b>	<b>Yes</b>
CSP/CDRP%	90.3
	158
Local Criminal Justice Board%	25.7
	45
Local Strategic Partnership%	45.7
	80
Children and Young People Partnership%	29.7
	52
MAPPAs Panel%	33.7
	59
Specific working group%	29.7
	52
Other%	40.0
	70

Note: All percentages calculated from those who said 'yes'. Base = 175.

**Table 7 QB.2 When developing your organisation’s policies, action plans or strategies (as identified in B.1), did you do any of the following:**

**Develop multi-agency information sharing**

	All other authorities	Local Authority	Police Force	Registered Social Landlord	total
<b>Age</b>					
Yes	5	60	8	12	85
column%	26.3	55.0	42.1	34.3	46.7
No	14	49	11	23	97
column%	73.7	45.0	57.9	65.7	53.3
total	19	109	19	35	182
column%	100.0	100.0	100.0	100.0	100.0
<b>Disability</b>	All other authorities	Local Authority	Police Force	Registered Social Landlord	total
Yes	10	77	10	17	114
column%	47.6	64.7	52.6	44.7	57.9
No	11	42	9	21	83
column%	52.4	35.3	47.4	55.3	42.1
total	21	119	19	38	197
column%	100.0	100.0	100.0	100.0	100.0
<b>Gender</b>	All other authorities	Local Authority	Police Force	Registered Social Landlord	total
Yes	8	71	9	10	104
column%	42.1	61.7	50.0	31.3	54.7
No	11	44	9	22	86
column%	57.9	38.3	50.0	68.8	45.3
total	19	115	18	32	190
column%	100.0	100.0	100.0	100.0	100.0
<b>Transgender status</b>	All other authorities	Local Authority	Police Force	Registered Social Landlord	total
Yes	5	70	9	16	100
column%	25.0	59.8	47.4	47.1	52.6
No	15	47	10	18	90
column%	75.0	40.2	52.6	52.9	47.4
total	20	117	19	34	190
column%	100.0	100.0	100.0	100.0	100.0
<b>Race/ethnicity</b>	All other authorities	Local Authority	Police Force	Registered Social Landlord	total
Yes	8	82	9	20	119
column%	38.1	68.3	47.4	51.3	59.8
No	13	38	10	19	80
column%	61.9	31.7	52.6	48.7	40.2
total	21	120	19	39	199
column%	100.0	100.0	100.0	100.0	100.0
<b>Religion or belief</b>	All other authorities	Local Authority	Police Force	Registered Social Landlord	total
Yes	5	74	10	18	107
column%	26.3	63.2	52.6	46.2	55.2
No	14	43	9	21	87
column%	73.7	36.8	47.4	53.8	44.8
total	19	117	19	39	194
column%	100.0	100.0	100.0	100.0	100.0

	All other authorities	Local Authority	Police Force	Registered Social Landlord	Total
<b>Sexual orientation</b>					
Yes	5	78	10	17	110
<i>column%</i>	25.0	65.5	52.6	44.7	56.1
No	15	41	9	21	86
<i>column%</i>	75.0	34.5	47.4	55.3	43.9
total	20	119	19	38	<b>196</b>
<i>column%</i>	100.0	100.0	100.0	100.0	100.0

Note: All percentages calculated only from those who said 'yes' to question B1, from the following bases: Age n=182; Disability n=197; Gender n=190; Transgender status n=190; Race/ethnicity n=199; Religion or belief n=194; Sexual orientation n=196.

**Table 8 QH.1 Does your organisation have a role in preventing targeted harassment from happening in the first place?**

<b>Does your organisation have a role in preventing targeted harassment</b>	All other authorities	Local Authority	Police Force	Registered Social Landlord	Total
Yes	16	86	17	26	145
<i>row%</i>	11.0	59.3	11.7	17.9	100.0
<i>column%</i>	76.2	82.7	94.4	76.5	81.9
No	5	18	1	8	32
<i>row%</i>	15.6	56.2	3.1	25.0	100.0
<i>column%</i>	23.8	17.3	5.6	23.5	18.1
total	21	104	18	34	177
<i>row%</i>	11.9	58.8	10.2	19.2	100.0
<i>column%</i>	100.0	100.0	100.0	100.0	100.0

Note: All percentages calculated from those who said 'yes' or 'no'. Base = 177.

**Table 9 QH2 Action taken to prevent harassment from happening in the first place**

<b>Action (across any of the grounds)</b>	All other authorities	Local Authority	Police Force	Registered Social Landlord	total
Yes	9	42	10	17	78
<i>row%</i>	11.5	53.8	12.8	21.8	100.0
<i>column%</i>	56.3	48.8	58.8	65.4	53.8
No	3	19	2	4	28
<i>row%</i>	10.7	67.9	7.1	14.3	100.0
<i>column%</i>	18.8	22.1	11.8	15.4	19.3
Missing	4	25	5	5	39
<i>row%</i>	10.3	64.1	12.8	12.8	100.0
<i>column%</i>	24.9	29.1	29.4	19.2	26.9
total	16	86	17	26	145
<i>row%</i>	11.0	59.3	11.7	17.9	100.0
<i>column%</i>	100.0	100.0	100.0	100.0	100.0

Note: All percentages calculated from those who said 'yes' to QH1. Base = 145.

**Table 10 QG.3 Do you monitor your work to prevent harassment against people?**

<b>Monitoring (across any of the grounds)</b>	All other authorities	Local Authority	Police Force	Registered Social Landlord	total
Yes	4	46	4	5	59
<i>row%</i>	6.8	78.0	6.8	8.5	100.0
<i>column%</i>	25.0	53.5	23.5	19.2	40.7
No	7	12	6	16	41
<i>row%</i>	17.1	29.3	14.6	39.0	100.0
<i>column%</i>	43.8	14.0	35.3	61.5	28.3
Missing	5	28	7	5	45
<i>row%</i>	11.1	62.2	15.6	11.1	100.0
<i>column%</i>	31.2	32.5	41.2	19.3	31.0
total	16	86	17	26	145
<i>row%</i>	11.0	59.3	11.7	17.9	100.0
<i>column%</i>	100.0	100.0	100.0	100.0	100.0

Note: All percentages calculated from those who said 'yes' to QH1. Base = 145.

**Table 11 QG.4 Do you evaluate your work to prevent harassment against people?**

<b>Evaluation (across any of the grounds)</b>	All other authorities	Local Authority	Police Force	Registered Social Landlord	total
Yes	5	38	5	5	53
<i>row%</i>	9.4	71.7	9.4	9.4	100.0
<i>column%</i>	31.3	44.2	29.4	19.2	36.6
No	4	16	5	13	38
<i>row%</i>	10.5	42.1	13.2	34.2	100.0
<i>column%</i>	25.0	18.6	29.4	50.0	26.2
Missing	7	32	7	8	54
<i>row%</i>	13.0	59.3	13.0	14.8	100.0
<i>column%</i>	43.7	37.2	41.2	30.8	37.2
total	16	86	17	26	145
<i>row%</i>	11.0	59.3	11.7	17.9	100.0
<i>column%</i>	100.0	100.0	100.0	100.0	100.0

Note: All percentages calculated from those who said 'yes' to QH1. Base = 145.

**Table 12 QD.1 Does your organisation have a role in helping people to report targeted harassment?**

	All other authorities	Local Authority	Police Force	Registered Social Landlord	Total
Yes	17	113	19	38	187
<i>column%</i>	77.3	96.6	100.0	97.4	94.9
No	5	4	0	1	10
<i>column%</i>	22.7	3.4	0.0	2.6	5.1
Total	22	117	19	39	<b>197</b>
<i>column%</i>	100.0	100.0	100.0	100.0	100.0

Note: Percentages calculated from only from those who responded (either 'yes' or 'no' – missing responses not included) to the question 'Does your organisation have a role in helping people to report targeted harassment?' . Base = 197.

**Table 13 QD.2 Action taken to help people to report targeted harassment**

	All other authorities	Local Authority	Police Force	Registered Social Landlord	Total
Yes	10	72	16	23	121
<i>column%</i>	58.9	63.7	84.2	60.5	64.7
No	4	32	2	8	46
<i>column%</i>	23.5	28.3	10.5	21.1	24.6
Missing	3	9	1	7	20
<i>column%</i>	17.6	8.0	5.3	18.4	10.7
Total	17	113	19	38	187
<i>column%</i>	100.0	100.0	100.0	100.0	100.0

Note: Percentages calculated from only from those who responded that their organisation **did** have a role in helping people to report targeted harassment. Base = 187.

**Table 14 QD.3 Do you monitor your work to help people report harassment?**

	All other authorities	Local Authority	Police Force	Registered Social Landlord	Total
Yes	10	89	16	24	139
<i>column%</i>	58.9	78.8	84.2	63.2	74.3
No	5	13	2	12	32
<i>column%</i>	29.4	11.5	10.5	31.6	17.1
Missing	2	11	1	2	16
<i>column%</i>	11.7	9.7	5.3	5.2	8.6
Total	17	113	19	38	<b>187</b>
<i>column%</i>	100.0	100.0	100.0	100.0	100.0

Note: Percentages calculated from only from those who responded that their organisation **did** have a role in helping people to report targeted harassment. Base = 187.



**Table 15 QD.4 Do you evaluate your work to help people report harassment?**

	All other authorities	Local Authority	Police Force	Registered Social Landlord	Total
Yes	8	73	14	20	115
<i>column%</i>	47.1	64.6	73.7	52.6	61.5
No	3	28	2	15	48
<i>column%</i>	17.6	24.8	10.5	39.5	25.7
Missing	6	12	3	3	24
<i>column%</i>	35.3	10.6	15.8	7.9	12.8
Total	17	113	19	38	<b>187</b>
<i>column%</i>	100.0	100.0	100.0	100.0	100.0

Note: Percentages calculated from only from those who responded that their organisation **did** have a role in helping people to report targeted harassment. Base = 187.

**Table 16 QE.1 Does your organisation have a role in recording targeted harassment?**

	All other authorities	Local Authority	Police Force	Registered Social Landlord	Total
Yes	16	101	18	34	169
<i>column%</i>	76.2	89.4	100.0	89.5	88.9
No	5	12	0	4	21
<i>column%</i>	23.8	10.6	0.0	10.5	11.1
Total	21	113	18	38	<b>190</b>
<i>column%</i>	100.0	100.0	100.0	100.0	100.0

Note: Percentages calculated from only from those who responded (either 'yes' or 'no' – missing responses not included) to the question 'Does your organisation have a role in recording incidents of targeted harassment?' Base = 190.

**Table 17 QE.2 Action taken to record targeted harassment**

	All other authorities	Local Authority	Police Force	Registered Social Landlord	Total
Yes	11	60	12	22	105
<i>column%</i>	68.8	59.4	66.7	64.7	62.1
No	2	31	3	6	42
<i>column%</i>	12.5	30.7	16.7	17.6	24.9
Missing	3	10	3	6	22
<i>column%</i>	18.7	9.9	16.6	17.7	13.0
Total	16	101	18	34	<b>169</b>
<i>column%</i>	100.0	100.0	100.0	100.0	100.0

Note: Percentages calculated from only from those who responded that their organisation did have a role in recording incidents of targeted harassment. Base = 169.

**Table 18 QE.3 Do you monitor your work to record harassment against people?**

	All other authorities	Local Authority	Police Force	Registered Social Landlord	Total
Yes	13	72	16	17	118
<i>column%</i>	81.3	71.3	88.9	50.0	69.8
No	1	14	0	11	26
<i>column%</i>	6.3	13.9	0.0	32.4	15.4
Missing	2	15	2	6	25
<i>column%</i>	12.4	14.8	11.1	17.6	14.8
Total	16	101	18	34	<b>169</b>
<i>column%</i>	100.0	100.0	100.0	100.0	100.0

Note: Percentages calculated from only from those who responded that their organisation did have a role in recording incidents of targeted harassment. base = 169.

**Table 19 QE.4 Do you evaluate your work to record harassment against people?**

	All other authorities	Local Authority	Police Force	Registered Social Landlord	Total
Yes	9	51	16	15	91
<i>column%</i>	56.3	50.5	88.9	44.1	53.8
No	4	29	0	14	47
<i>column%</i>	25.0	28.7	0.0	41.2	27.8
Missing	3	21	2	5	31
<i>column%</i>	18.7	20.8	11.1	14.7	18.4
Total	16	101	18	34	<b>169</b>
<i>column%</i>	100.0	100.0	100.0	100.0	100.0

Note: Percentages calculated from only from those who responded that their organisation did have a role in recording incidents of targeted harassment. Base = 169.

**Table 20 QF.1 Does your organisation have a role in helping victims of targeted harassment?**

	All other authorities	Local Authority	Police Force	Registered Social Landlord	Total
Yes	19	85	18	36	158
<i>column%</i>	86.4	78.0	100.0	97.3	84.9
No	3	24	0	1	28
<i>column%</i>	13.6	22.0	0.0	2.7	15.1
Total	22	109	18	37	<b>186</b>
<i>column%</i>	100.0	100.0	100.0	100.0	100.0

Note: Percentages calculated from only from those who responded (either 'yes' or 'no' – missing responses not included) to the question 'Does your organisation have a role in helping victims of targeted harassment?' Base = 186.

**Table 21 QE.2 Action taken to help victims of harassment**

	All other authorities	Local Authority	Police Force	Registered Social Landlord	Total
Yes	11	54	14	28	107
<i>column%</i>	57.9	63.5	77.8	77.8	67.7
No	4	17	2	4	27
<i>column%</i>	21.1	20.0	11.1	11.1	17.1
Missing	4	14	2	4	24
<i>column%</i>	21.0	16.5	11.1	11.1	15.2
Total	19	85	18	36	<b>158</b>
<i>column%</i>	100.0	100.0	100.0	100.0	100.0

Note: Percentages calculated from only from those who responded that their organisation did have a role in helping victims of targeted harassment. Base = 158.

**Table 22 QE.3 Do you monitor your work to help victims of harassment?**

	All other authorities	Local Authority	Police Force	Registered Social Landlord	Total
Yes	9	63	15	18	105
<i>column%</i>	47.4	74.2	83.3	50.0	66.5
No	4	11	2	14	31
<i>column%</i>	21.1	12.9	11.1	38.9	19.6
Missing	6	11	1	4	22
<i>column%</i>	31.5	12.9	5.6	11.1	13.9
Total	19	85	18	36	<b>158</b>
<i>column%</i>	100.0	100.0	100.0	100.0	100.0

Note: Percentages calculated from only from those who responded that their organisation did have a role in helping victims of targeted harassment. Base = 158.

**Table 23 QE.4 Do you evaluate your work to help victims of harassment?**

	All other authorities	Local Authority	Police Force	Registered Social Landlord	Total
Yes	5	53	13	14	85
<i>column%</i>	26.3	62.4	72.2	38.9	53.8
No	9	19	4	16	48
<i>column%</i>	47.4	22.4	22.2	44.4	30.4
Missing	5	13	1	6	25
<i>column%</i>	26.3	15.2	5.6	16.7	15.8
Total	19	85	18	36	158
<i>column%</i>	100.0	100.0	100.0	100.0	100.0

Note: Percentages calculated from only from those who responded that their organisation did have a role in helping victims of targeted harassment. Base = 158.

**Table 24 QF.1 Does your organisation have a role in working with perpetrators of targeted harassment?**

	All other authorities	Local Authority	Police Force	Registered Social Landlord	Total
Yes	9	56	8	28	101
<i>column%</i>	42.9	52.3	50.0	80.0	56.4
No	12	51	8	7	78
<i>column%</i>	57.1	47.7	50.0	20.0	43.6
Total	21	107	16	35	<b>179</b>
<i>column%</i>	100.0	100.0	100.0	100.0	100.0

Note: Percentages calculated from only from those who responded (either 'yes' or 'no' – missing responses not included) to the question 'Does your organisation have a role in working with perpetrators of targeted harassment?' Base = 179.

**Table 25 QF.2 Action taken to work with perpetrators of targeted harassment**

	All other authorities	Local Authority	Police Force	Registered Social Landlord	Total
Yes	6	32	5	23	66
<i>column%</i>	66.7	57.1	62.5	82.1	65.3
No	2	13	1	2	18
<i>column%</i>	22.2	23.2	12.5	7.1	17.8
Missing	1	11	2	3	17
<i>column%</i>	11.1	19.7	25.0	10.8	16.8
Total	9	56	8	28	<b>101</b>
<i>column%</i>	100.0	100.0	100.0	100.0	100.0

Note: Percentages calculated from only from those who responded that their organisation did have a role in working with perpetrators of targeted harassment. Base = 101.

**Table 26 QF.3 Do you monitor your work with perpetrators of targeted harassment?**

	All other authorities	Local Authority	Police Force	Registered Social Landlord	Total
Yes	5	34	4	16	59
<i>column%</i>	55.6	60.7	50.0	57.1	58.4
No	3	11	1	9	24
<i>column%</i>	33.3	19.6	12.5	32.1	23.8
Missing	1	11	3	3	18
<i>column%</i>	11.1	19.7	37.5	10.8	17.8
Total	9	56	8	28	<b>101</b>
<i>column%</i>	100.0	100.0	100.0	100.0	100.0

Note: Percentages calculated from only from those who responded that their organisation did have a role in working with perpetrators of targeted harassment. Base = 101.

**Table 27 QF.4 Do you evaluate your work with perpetrators of targeted harassment?**

	All other authorities	Local Authority	Police Force	Registered Social Landlord	Total
Yes	5	30	3	11	49
<i>column%</i>	55.6	53.6	37.5	39.3	48.5
No	3	14	2	13	32
<i>column%</i>	33.3	25.0	25.0	46.4	31.7
Missing	1	12	3	4	20
<i>column%</i>	11.1	21.4	37.5	14.3	19.8
Total	9	56	8	28	<b>101</b>
<i>column%</i>	100.0	100.0	100.0	100.0	100.0

Note: Percentages calculated from only from those who responded that their organisation did have a role in working with perpetrators of targeted harassment. Base = 101.

## Appendix B: Word version of semi-structured interview schedules

### Public authority approaches to targeted harassment (including violence)

#### Interview Schedule (FINAL VERSION 2)

*For completion prior to interview:*

Interview code (interviewer initials/date/interview no.): \_\_\_\_\_

Respondent's job title: \_\_\_\_\_

Respondent's organisation:

- Police Force
- Local Authority
- Probation Service
- Registered Social Landlord
- Passenger Transport Executive
- Crown Prosecution Service
- Crown Office and Procurator Fiscal Service
- Other (Please specify) \_\_\_\_\_

Respondent's department: \_\_\_\_\_

Local Authority/location: \_\_\_\_\_

Region/Country

- Wales
- Scotland
- East of England
- South East England
- North East England
- Yorkshire and the Humber
- North West England
- East Midlands England
- West Midlands England
- South West England
- London

**BEFORE beginning the interview:*****Personal introduction***

[Most respondents will have been advised in advance about who will be interviewing them, but interviewers should still introduce themselves at the start: *Hello, my name is..... and I'm a researcher from ARCS and I'm part of the team that's been asked by the Equality and Human Rights Commission to examine public authority responses to targeted harassment (including violence) across Great Britain.*]

***The research and its purpose***

[If not already covered in previous conversations - the respondent will already have been told something about the research, and will already have been given one of our Project Summaries along with a covering letter, but we need to make sure that they do know what the research is about. The following are just suggested forms of words for getting some of this across – different interviewers will have their own styles, and they should stick to whatever delivery method works best for them.]

*The research team is completely independent of the EHRC. We've been asked to carry out interviews with representatives from public authorities across England, Scotland and Wales. Further details about how the research is being conducted are provided separately on a "project summary", along with our staffing details and contact numbers for particular team members. In case you haven't seen this before, I can email a copy to you.*

*This interview aims to provide us with insight into how public authorities across England, Scotland and Wales are developing approaches to eliminate targeted harassment (including violence). By identifying the key enabling factors and barriers facing public authorities, the interview results will contribute to an evidence base from which the Commission can develop practical recommendations for future practice. Results from these interviews (combined with the web-survey we are conducting) will be used to provide an evidence base from which the Commission can develop practical recommendations and shape its future activity to reduce targeted violence (including harassment).*

**Definitions**

[Targeted harassment relates to any act of harassment that is targeted at someone because of their age, disability, gender, transgender status, ethnicity/race, religion or belief, sexual orientation, or a combination of these characteristics. These seven groups are known (and referred to throughout this survey) as 'the protected grounds'.

The term 'targeted harassment' includes incidents across a spectrum of severity, from what could be considered "low level" (e.g. verbal abuse and other anti-social behaviour) to the most serious cases (e.g. murder and rape). The term includes *violence against women and girls* (VAW&G) as defined by the United Nations<sup>17</sup>, *hate*

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<sup>17</sup> Declaration on the Elimination of Violence against women:  
[http://www.unhcr.ch/huridocda/huridoca.nsf/\(symbol\)/a.res.48.104.en](http://www.unhcr.ch/huridocda/huridoca.nsf/(symbol)/a.res.48.104.en)

*crime and hate incidents as defined by ACPO and the CPS<sup>18</sup>, crime motivated by malice or ill-will towards a social group as defined by the Scottish Government Working Group on Hate Crime<sup>19</sup> and any other unwanted, exploitative or abusive conduct targeted at individuals within the seven groups.*

### **Confidentiality**

*As mentioned previously, the research team is completely independent of the EHRC. Whatever you say to me is confidential, which means that no one else will know what you've said except members of our research team. Notes from the interview will be written up for computer-assisted analysis, but those notes will be anonymised, and no comments will be attributed to specific individuals.*

*We'd obviously be pleased if you felt able to speak frankly when you give us your views, but having said all that, if there are things that you don't want to talk about, then you don't need to.*

### **Recording**

*We will be recording the interviews, so that we can type up the conversation and analyse it later. All recordings and typed up notes will be totally anonymised and password protected.*

*As we mentioned in the letter, the discussion should last about 30 minutes if that's OK.*

*Is there anything else you want to ask before we start?*

## **START INTERVIEW (TURN MACHINE ON)**

*Remind the interviewee that the conversation will use 'targeted harassment' as shorthand - although it includes targeted violence.*

### **A. BACKGROUND INFORMATION**

A.1 Can you tell me about your role?

*[Prompts: Does your post focus solely on targeted harassment? Are you the lead/is there a lead for targeted harassment? How long has the lead post existed? How long have you been in this post? How did it come into existence? Which other departments and organisations have responsibility for dealing with targeted harassment locally? Can you describe how your work on targeted harassment is coordinated? What are the gaps / difficulties in this structure of working?]*

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<sup>18</sup> <http://www.homeoffice.gov.uk/documents/hate-crime-action-plan/hate-crime-action-plan2835.pdf?view=Binary>

<sup>19</sup> <http://www.scotland.gov.uk/Topics/Justice/crimes/8978> Legislation around aggravated crime in Scotland currently covers race, religion and belief. The [Offences \(Aggravation By Prejudice\) \(Scotland\) Act 2009](#) received Royal Assent in July 2009 and covers crime aggravated by prejudice on grounds of disability, transgender identity or sexual orientation.



## B. PREVENTION WORK

- B.1 Please describe how your organisation is working to prevent targeted harassment (including violence) occurring in the first place.

*[Prompts: Have you tried to be proactive, rather than reactive and what targeted harassment have you tried to prevent? (If not, then draw out what the barriers are and why not) Have you focused on any particular groups or issues? What have you done to prevent targeted harassment occurring? What evidence of need is being gathered to target this prevention work? What lessons have been learnt in developing approaches? What outcomes have been achieved? What have you done that is most successful? How is evidence on outcomes gathered? What are the costs and benefits of this prevention work? Was this work done in partnership with others? who? How have you involved local people in work to prevent targeted harassment - what role do people, at risk of experiencing targeted harassment play in this work? What role do the wider community play?]*

## C. APPROACHES TO INDIVIDUAL PROTECTED GROUNDS

- C.1 Please describe how your organisation is addressing harassment targeted at people because of their age.

*[Prompts: What is your understanding of this, what helped develop your understanding and what evidence of need is being gathered? (If very little is being done, then draw out barriers and explain why this is the case.) Is this work different to work on other types of targeted harassment? If yes, how? What are the age issues that are most pressing? What lessons have been learnt in developing approaches? What outcomes have been achieved? How is evidence on outcomes gathered and used?]*

- C.2 Please describe how your organisation is addressing harassment targeted at people because of their religion or belief.

*[Prompts: What is your understanding of this, what helped develop your understanding and what evidence of need is being gathered? (If very little is being done, then draw out barriers and explain why this is the case). Is this work different to work on other types of targeted harassment? If yes, how? What are the religion or belief issues that are most pressing? What lessons have been learnt in developing approaches? What outcomes have been achieved? How is evidence on outcomes gathered?]*

## D. TARGETED HARASSMENT AND INTERSECTIONALITY

- D.1 How has your organisation been dealing with the fact that individuals often have multiple aspects to their identities that include several protected grounds? For example, a disabled, older woman. This intersectionality means that people's needs and experiences of targeted harassment may be complex, and authorities may need to respond in complex ways. How has this

affected your work on targeted harassment? Are some issues that intersect coming to the fore more than others in your local area/your work?

*[Prompts: How did you develop your understanding of intersectional issues? What evidence of need is being gathered? What lessons have been learnt in developing approaches? What outcomes have been achieved? How is evidence on outcomes gathered? Are there any intersections where targeted harassment exists but where responses are not being developed? Why is this?]*

## **E. TARGETED HARASSMENT AND HUMAN RIGHTS**

E.1 To what extent have you considered human rights within your work on targeted harassment?

*[Prompts: For example, have you developed do you recognise the right to live free from targeted harassment as a human right?( If no:, why? what would help you do this?) If yes: to what extent have you included human rights considerations into the way you have developed your policies and practice? Can you provide any practical examples of this? What have been the benefits of this? What have been the challenges?]*

## **F. Targeted harassment and promising practice**

F.1 In the final report we would like to cite examples of promising practice, where what has been done has led to improved outcomes for people or has had a real impact. Do you feel your organisation has been particularly effective in preventing and responding to targeted harassment, and if so, could you share an example of particularly promising practice with us?

- Brief description of authority (background) - probably gained earlier in interview anyway
- Brief description of issue (problem)
- Brief description of process (evidence base, enablers, influencers, barriers)
- What they ended up doing briefly (actions, activities, practice)
- Views on impact (real and perceived)
- Lessons learned (key messages)
- Success factors (key components)

## **G. FUTURE DEVELOPMENTS**

G.1 In your view, what are the key factors that are driving your organisation's work on targeted harassment?

*[Prompts: Drivers: Is it legislation, high-level incidents, local media etc.? How do you decide what to do and when to do it?]*

F2. Are there barriers to continuing and developing your organisation's work on targeted harassment? If yes, what are the key barriers?

*(Prompts: Draw out Blockages: lack of understanding, leadership, evidenced of need etc etc. What could overcome these]*

G.2 *What are your organisation's top three priority actions in relation to targeted harassment over the next 12 months?*

*[Prompts: How are these priorities to be delivered? What do you need to do to support that work? What outcomes do you hope to achieve? How do you intend to measure these outcomes?]*

- G.3 Which, if any, aspects of your work on targeted harassment are you keen to develop? What guidance or support from the EHRC would help you to do this?
- G.4 What more will your organisation do to empower victims of targeted harassment?
- G.5 Are you planning to change the way your organisation works on targeted harassment to meet your new responsibilities under the single equality duty that comes into force from April 2011? If yes, how will you change the practice of your organisation?? If no: why? what are you planning to do, what will help you?
- G.6 What impact will public sector spending cuts have on your organisation's work to address targeted harassment? How are you planning to mitigate any negative impact? What support from the EHRC would help you?

## **H. CONCLUDING QUESTIONS**

- H.1 Are there any other comments you would like to make?
- H.2 Would you like to be kept informed of the results of the research? If so, please provide us with your email address so we can send you an electronic copy of the final report.

**Many thanks**

## Appendix C: Word version of online questionnaire



Public authority approaches to targeted harass



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UNIVERSITY



### Introduction

The University of Leicester, ARCS and the University of Keele are conducting independent research to examine public authority responses to targeted harassment and violence. This research is being conducted across Wales, Scotland and England with funding from the Equality and Human Rights Commission. We would greatly appreciate your support with this research that focuses on important issues that are gaining increasing prominence in both policy and practice.

### Definition

Targeted harassment relates to **any act of harassment (including violence) that is targeted at someone because of their age, disability, gender, transgender status, race/ethnicity, religion or belief, sexual orientation, or a combination of these characteristics**. These 7 categories are known as ‘protected grounds’.

This term includes incidents across a spectrum of severity, from what could be considered “low level” (e.g. verbal abuse and other anti-social behaviour) to the most serious cases (e.g. murder and rape). The term includes *violence against women and girls* (VAW&G) as defined by the United Nations<sup>20</sup>, *hate crime and hate incidents* as defined by ACPO and the CPS<sup>21</sup>, *crime motivated by malice or ill-will towards a social group* as defined by the Scottish Government Working Group on Hate Crime<sup>22</sup> and *any other unwanted, exploitative or abusive conduct targeted at individuals* within the seven groups.

### Policy context

Public authorities in England, Scotland and Wales have statutory duties to eliminate harassment under existing equalities legislation. These duties will be extended across all seven protected grounds in the new public sector duty to be included in

<sup>20</sup> Declaration on the Elimination of Violence against women  
[http://www.unhcr.ch/huridocda/huridoca.nsf/\(symbol\)/a.res.48.104.en](http://www.unhcr.ch/huridocda/huridoca.nsf/(symbol)/a.res.48.104.en)

<sup>21</sup> <http://www.homeoffice.gov.uk/documents/hate-crime-action-plan/hate-crime-action-plan2835.pdf?view=Binary>

<sup>22</sup> <http://www.scotland.gov.uk/Topics/Justice/crimes/8978> Legislation around aggravated crime in Scotland currently covers race, religion and belief. The Offences (Aggravation By Prejudice) (Scotland) Act 2009 received Royal Assent in July 2009 and covers crime aggravated by prejudice on grounds of disability, transgender identity or sexual orientation.

the forthcoming Equality Act. The Human Rights Act 1998 also places a duty on public authorities to ensure that their policies, programmes and services promote the safety and security of people.

### The survey

This survey has been designed to gain insight into how public authorities are developing approaches to eliminate harassment and violence targeted at people because of their age, disability, gender, transgender status, race/ethnicity, religion/belief, sexual orientation, or a combination of these characteristics. By identifying the key enabling factors and barriers facing public authorities, the survey results will provide an evidence base from which we can develop practical recommendations and shape future activity to reduce targeted harassment and violence.

It would be extremely helpful if you could spare the time to complete this survey – in doing so you will be helping to inform and develop effective practice in the future.

If you or your colleagues have any questions about the research, please contact **Helen Shaw** (tel: 01223 370104, e-mail: [helen.shaw@arcs-ltd.com](mailto:helen.shaw@arcs-ltd.com)) or **Sam Wright** (tel: 01223 370104, [sam.wright@arcs-ltd.com](mailto:sam.wright@arcs-ltd.com))

### Confidentiality and data protection

All responses you give in this survey will be treated as confidential and anonymous, and no comments will be attributed to either specific individuals or geographic areas. The results will be used for research purposes only and specific responses will not be attributed to any particular authorities (unless you wish to share your promising approaches publicly). We would therefore like to encourage you express yourself frankly when you give us your views.

All data collected in this survey will be held anonymously and securely, and all responses are encrypted. Cookies and personal data stored by your Web browser are not used in this survey.

The survey can be saved part way through and takes around 30 minutes to complete.

**Note that once you have clicked on the CONTINUE button at the bottom of each page you can not return to review or amend that page.**

## A. BACKGROUND INFORMATION

***Please note:***

**We recommend that one person gathers the information to complete the questionnaire on behalf of your organisation. Please answer as an organisation, and not on behalf of any partnership you may be involved in.**

A.1 Who do you work for?

- Police Force
- Local Authority
- Probation Service
- Registered Social Landlord
- Passenger Transport Executive
- Crown Prosecution Service
- Crown Office and Procurator Fiscal Service
- Other (Please specify)

A.2 What region/country is this?

- |   |  |
|---|--|
| <input type="checkbox"/> Wales                    | <input type="checkbox"/> North West England    |
| <input type="checkbox"/> Scotland                 | <input type="checkbox"/> East Midlands England |
| <input type="checkbox"/> East of England          | <input type="checkbox"/> West Midlands England |
| <input type="checkbox"/> South East England       | <input type="checkbox"/> South West England    |
| <input type="checkbox"/> North East England       | <input type="checkbox"/> London                |
| <input type="checkbox"/> Yorkshire and the Humber |  |

A.3 Which local authority area do you work in?

A.4 What is your job title?

A.5 In which department do you work?

A.6 Briefly describe your job role:

Targeted harassment relates to **any act of harassment (including violence) that is targeted at someone because of their age, disability, gender, transgender status, race/ethnicity, religion or belief, sexual orientation, or a combination of these characteristics**. These seven categories are known as 'protected grounds'.

## B. POLICY DEVELOPMENT

B.1 Do any of your organisation's policies (e.g. equality scheme), action plans and strategies include anything about harassment targeted at people because of their:

*[Please tick all of the following boxes that apply]*

	No	Yes - policy	Yes - strategy	Yes - action plan
Age	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Disability	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Gender	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Transgender status	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Race/ethnicity	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Religion or belief	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Sexual orientation	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Other (please specify)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

B.2 When developing your organisation’s policies, action plans or strategies (as identified in B.1), did you do any of the following:

	<b>Gather and use data on the prevalence of targeted harassment</b>	<b>Develop multi-agency information sharing</b>	<b>Review reporting / recording systems</b>	<b>Gather and use data on the impact of targeted harassment</b>	<b>Conduct an Equality Impact Assessment</b>	<i>Other (Please specify)</i>
<b>Age</b>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Disability</b>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Gender</b>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Transgender status</b>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Race/ethnicity</b>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Religion or belief</b>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Sexual orientation</b>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Other (please specify)</b>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>



B.3 Did you **involve** people when developing your organisation's policies, action plans or strategies (as identified in B.1), in relation to:

	No	Yes	If you answered yes, please describe how you involved people
Age	<input type="checkbox"/>	<input type="checkbox"/>	_____
Disability	<input type="checkbox"/>	<input type="checkbox"/>	_____
Gender	<input type="checkbox"/>	<input type="checkbox"/>	_____
Transgender status	<input type="checkbox"/>	<input type="checkbox"/>	_____
Race/ethnicity	<input type="checkbox"/>	<input type="checkbox"/>	_____
Religion or belief	<input type="checkbox"/>	<input type="checkbox"/>	_____
Sexual orientation	<input type="checkbox"/>	<input type="checkbox"/>	_____
Other (Please specify)	<input type="checkbox"/>	<input type="checkbox"/>	_____

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**C. PARTNERS**

C.1 Do you work with other organisations to address targeted harassment (including violence)?

Yes

No

If yes, go to C.4

If no, go to C.2

C.2 Would you like to work with other organisations to address targeted harassment?

Yes

No

If no, go to C.7

C.3 Please specify who you would like to work with:

Police Force

Local Authority

Probation Service

Registered Social Landlord

Passenger Transport Executive

Fire and Rescue Service

Crown Prosecution Service / Crown Office and Procurator Fiscal Service

Third sector organisations (Please specify)

Other (Please specify)

C.4 Please specify who you work with:

Police Force

Local Authority

Probation Service

- Registered Social Landlord
- Passenger Transport Executive
- Fire and Rescue Service
- Crown Prosecution Service / Crown Office and Procurator Fiscal Service
- Third sector organisations (Please specify)
- Other (Please specify)

C.5 Is your organisation a member of a partnership/wider body that addresses targeted harassment?

- Yes  No

C.6 Please specify:

- Community Safety Partnership/ Crime and Disorder Reduction Partnership
- Local Criminal Justice Board
- Local Strategic Partnership (England only)
- Children and Young People Partnership
- Multi-Agency Public Protection Arrangement Panel
- Specific working groups (Please specify)
- Other (Please specify)

C.7 From your experience, what the key factors involved in successful partnership working to address targeted harassment?

C.8 From your experience, what are the key barriers to successful partnership working to address targeted harassment?

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D. REPORTING

D.1 Does your organisation have a role in helping people to **report** targeted harassment?

Yes

No

[If no, please explain ‘why not’. If yes, please go to C2.]

D.2 What do you do to help people to **report** harassment targeted against them because of their:

[For each protected ground, please **either** tick the ‘No action’ box, or describe the action(s) being taken]

	No action	Describe action(s)
Age	<input type="checkbox"/>	
Disability	<input type="checkbox"/>	_____
Gender	<input type="checkbox"/>	_____
Transgender status	<input type="checkbox"/>	_____
Race/ethnicity	<input type="checkbox"/>	_____
Religion or belief	<input type="checkbox"/>	_____
Sexual orientation	<input type="checkbox"/>	_____
Other (Please specify)	<input type="checkbox"/>	_____ _____

D.3 Do you monitor what you have done to help people to **report** harassment targeted against them because of their:

	<b>Yes</b>	<b>No</b>
<b>Age</b>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Disability</b>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Gender</b>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Transgender status</b>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Race/ethnicity</b>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Religion or belief</b>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Sexual orientation</b>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Other (Please specify)</b>	<input type="checkbox"/>	<input type="checkbox"/>

D.4 Do you evaluate what you have done to help people to **report** harassment targeted against them because of their:

	<b>Yes</b>	<b>No</b>
<b>Age</b>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Disability</b>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Gender</b>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Transgender status</b>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Race/ethnicity</b>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Religion or belief</b>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Sexual orientation</b>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Other (Please specify)</b>	<input type="checkbox"/>	<input type="checkbox"/>

D.5 Please explain which of your actions have been most successful in helping people to **report** harassment targeted against them. We are most interested in outcomes and how they were achieved.

	<b>Describe action(s)</b>	<b>Explain success</b>
<b>Age</b>		
<b>Disability</b>		
<b>Gender</b>		
<b>Transgender status</b>		
<b>Race/ethnicity</b>		
<b>Religion or belief</b>		
<b>Sexual orientation</b>		
<b>Other (Please specify)</b>		

D.6 Are there barriers to helping people to report harassment targeted against them because of their:

[For each protected ground, please **either** tick the 'No' or 'Yes' box. If you tick 'Yes' please describe the barriers]

	<b>No</b>	<b>Yes</b>	<b>Please describe barrier(s)</b>
<b>Age</b>	<input type="checkbox"/>	<input type="checkbox"/>	
<b>Disability</b>	<input type="checkbox"/>	<input type="checkbox"/>	
<b>Gender</b>	<input type="checkbox"/>	<input type="checkbox"/>	
<b>Transgender status</b>	<input type="checkbox"/>	<input type="checkbox"/>	
<b>Race/ethnicity</b>	<input type="checkbox"/>	<input type="checkbox"/>	
<b>Religion or belief</b>	<input type="checkbox"/>	<input type="checkbox"/>	
<b>Sexual orientation</b>	<input type="checkbox"/>	<input type="checkbox"/>	
<b>Other (Please specify)</b>	<input type="checkbox"/>	<input type="checkbox"/>	

D.7 From your experience, what are the key factors involved in developing successful approaches to help people report targeted harassment?

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**E. RECORDING**

E.1 Does your organisation have a role in **recording** incidents of targeted harassment?

Yes  No

[If no, please describe ‘why not’. If yes, please go to D2.]

E.2 What do you do to **record** incidents of harassment targeted against people because of their:

[For each protected ground, please **either** tick the ‘No action’ box, or describe the action(s) being taken]

	No action	Describe action(s)
Age	<input type="checkbox"/>	
Disability	<input type="checkbox"/>	
Gender	<input type="checkbox"/>	
Transgender status	<input type="checkbox"/>	
Race/ethnicity	<input type="checkbox"/>	
Religion or belief	<input type="checkbox"/>	
Sexual orientation	<input type="checkbox"/>	
Other (Please specify)	<input type="checkbox"/>	



E.3 Do you monitor how you **record** harassment targeted against people because of their:

	<b>Yes</b>	<b>No</b>
<b>Age</b>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Disability</b>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Gender</b>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Transgender status</b>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Race/ethnicity</b>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Religion or belief</b>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Sexual orientation</b>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Other (Please specify)</b>	<input type="checkbox"/>	<input type="checkbox"/>

E.4 Do you evaluate what you have done to **record** harassment targeted against people because of their:

	<b>Yes</b>	<b>No</b>
<b>Age</b>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Disability</b>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Gender</b>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Transgender status</b>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Race/ethnicity</b>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Religion or belief</b>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Sexual orientation</b>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Other (Please specify)</b>	<input type="checkbox"/>	<input type="checkbox"/>

E.5 Please explain which of your actions have been most successful in developing how targeted harassment is **recorded**.

We are most interested in outcomes and how they were achieved.

	<b>Describe action(s)</b>	<b>Explain success</b>
<b>Age</b>		
<b>Disability</b>		
<b>Gender</b>		
<b>Transgender status</b>		
<b>Race/ethnicity</b>		
<b>Religion or belief</b>		
<b>Sexual orientation</b>		
<b>Other (Please specify)</b>		

E.6 Are there barriers to recording harassment against people because of their?

[For each protected ground, please **either** tick the 'No' or 'Yes' box. If you tick 'Yes' please describe the barriers]

	<b>No</b>	<b>Yes</b>	<b>Please describe barrier(s)</b>
<b>Age</b>	<input type="checkbox"/>	<input type="checkbox"/>	
<b>Disability</b>	<input type="checkbox"/>	<input type="checkbox"/>	
<b>Gender</b>	<input type="checkbox"/>	<input type="checkbox"/>	
<b>Transgender status</b>	<input type="checkbox"/>	<input type="checkbox"/>	
<b>Race/ethnicity</b>	<input type="checkbox"/>	<input type="checkbox"/>	
<b>Religion or belief</b>	<input type="checkbox"/>	<input type="checkbox"/>	
<b>Sexual orientation</b>	<input type="checkbox"/>	<input type="checkbox"/>	
<b>Other (Please specify)</b>	<input type="checkbox"/>	<input type="checkbox"/>	

E.7 In your experience, what are the key factors involved in developing successful approaches to **recording** targeted harassment?

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**F. HELPING VICTIMS**

F.1 Does your organisation have a role in helping **victims** of targeted harassment?

Yes

No

[If no, please describe ‘why not’. If yes, please go to F2]

F.2 What do you do to support **victims** of harassment who have been targeted because of their:

[For each protected ground, please **either** tick the ‘No action’ box, or describe the action/s being taken]

	No action	Describe action/s
Age	<input type="checkbox"/>	_____
Disability	<input type="checkbox"/>	_____
Gender	<input type="checkbox"/>	_____
Transgender status	<input type="checkbox"/>	_____
Race/ethnicity	<input type="checkbox"/>	_____
Religion or belief	<input type="checkbox"/>	_____
Sexual orientation	<input type="checkbox"/>	_____
Other (Please specify)	<input type="checkbox"/>	_____ _____

F.3 Do you monitor what you do to help **victims** of harassment who have been targeted because of their:

	<b>Yes</b>	<b>No</b>
<b>Age</b>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Disability</b>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Gender</b>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Transgender status</b>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Race/ethnicity</b>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Religion or belief</b>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Sexual orientation</b>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Other (Please specify)</b>	<input type="checkbox"/>	<input type="checkbox"/>

F.4 Do you evaluate what you have done to help **victims** of harassment who have been targeted because of their:

	<b>Yes</b>	<b>No</b>
<b>Age</b>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Disability</b>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Gender</b>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Transgender status</b>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Race/ethnicity</b>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Religion or belief</b>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Sexual orientation</b>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Other (Please specify)</b>	<input type="checkbox"/>	<input type="checkbox"/>

F.5 Please explain which of your actions have been most successful in helping **victims** of targeted harassment. We are most interested in outcomes and how they were achieved.

	<b>Describe action(s)</b>	<b>Explain success</b>
<b>Age</b>		
<b>Disability</b>		
<b>Gender</b>		
<b>Transgender status</b>		
<b>Race/ethnicity</b>		
<b>Religion or belief</b>		
<b>Sexual orientation</b>		
<b>Other (Please specify)</b>		

F.6 Are there barriers to providing help for victims of harassment targeted against them because of their?

[For each protected ground, please **either** tick the 'No' or 'Yes' box. If you tick 'Yes' please describe the barriers]

	<b>No</b>	<b>Yes</b>	<b>Please describe barrier(s)</b>
<b>Age</b>	<input type="checkbox"/>	<input type="checkbox"/>	
<b>Disability</b>	<input type="checkbox"/>	<input type="checkbox"/>	
<b>Gender</b>	<input type="checkbox"/>	<input type="checkbox"/>	
<b>Transgender status</b>	<input type="checkbox"/>	<input type="checkbox"/>	
<b>Race/ethnicity</b>	<input type="checkbox"/>	<input type="checkbox"/>	
<b>Religion or belief</b>	<input type="checkbox"/>	<input type="checkbox"/>	
<b>Sexual orientation</b>	<input type="checkbox"/>	<input type="checkbox"/>	
<b>Other (Please specify)</b>	<input type="checkbox"/>	<input type="checkbox"/>	

F.7 In your experience, what are the key factors involved in developing successful approaches to helping **victims** of targeted harassment.

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**G. WORK WITH PERPETRATORS**

***Please note:** By ‘perpetrators’ we mean people that evidence indicates have committed an act/or acts of targeted harassment (including those who have received non-criminal sanctions or criminal legal sanctions) .*

G.1 Does your organisation have a role in working with **perpetrators** of targeted harassment?

Yes

No

[If no, please describe why not. If yes, please go to F2]

G.2 What work do you do with **perpetrators** who harass people because of their:

[For each protected ground, please **either** tick the ‘No action’ box, or describe the action/s being taken]

	No action	Describe action/s
Age	<input type="checkbox"/>	
Disability	<input type="checkbox"/>	_____
Gender	<input type="checkbox"/>	_____
Transgender status	<input type="checkbox"/>	_____
Race/ethnicity	<input type="checkbox"/>	_____
Religion or belief	<input type="checkbox"/>	_____
Sexual orientation	<input type="checkbox"/>	_____
Other (Please specify)	<input type="checkbox"/>	_____ _____



G.3 Do you monitor your work with **perpetrators** of harassment against people because of their:

	<b>Yes</b>	<b>No</b>
<b>Age</b>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Disability</b>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Gender</b>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Transgender status</b>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Race/ethnicity</b>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Religion or belief</b>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Sexual orientation</b>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Other (Please specify)</b>	<input type="checkbox"/>	<input type="checkbox"/>

G.4 Do you evaluate what you have done with **perpetrators** of harassment who have targeted people because of their:

	<b>Yes</b>	<b>No</b>
<b>Age</b>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Disability</b>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Gender</b>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Transgender status</b>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Race/ethnicity</b>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Religion or belief</b>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Sexual orientation</b>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Other (Please specify)</b>	<input type="checkbox"/>	<input type="checkbox"/>

G.5 Please explain which of your actions have been most successful with **perpetrators** of targeted harassment. We are most interested in outcomes and how they were achieved.

	<b>Describe action(s)</b>	<b>Explain success</b>
<b>Age</b>		
<b>Disability</b>		
<b>Gender</b>		
<b>Transgender status</b>		
<b>Race/ethnicity</b>		
<b>Religion or belief</b>		
<b>Sexual orientation</b>		
<b>Other (Please specify)</b>		

G.6 Are there barriers to working with perpetrators of harassment who target people because of their

[For each protected ground, please **either** tick the 'No' or 'Yes' box. If you tick 'Yes' please describe the barriers]

	<b>No</b>	<b>Yes</b>	<b>Please describe barrier(s)</b>
<b>Age</b>	<input type="checkbox"/>	<input type="checkbox"/>	
<b>Disability</b>	<input type="checkbox"/>	<input type="checkbox"/>	
<b>Gender</b>	<input type="checkbox"/>	<input type="checkbox"/>	
<b>Transgender status</b>	<input type="checkbox"/>	<input type="checkbox"/>	
<b>Race/ethnicity</b>	<input type="checkbox"/>	<input type="checkbox"/>	
<b>Religion or belief</b>	<input type="checkbox"/>	<input type="checkbox"/>	
<b>Sexual orientation</b>	<input type="checkbox"/>	<input type="checkbox"/>	
<b>Other (Please specify)</b>	<input type="checkbox"/>	<input type="checkbox"/>	

G.7 In your experience, what are the key factors involved in developing successful approaches to work with **perpetrators** of targeted harassment?

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Targeted harassment relates to **any act of harassment (including violence) that is targeted at someone because of their age, disability, gender, transgender status, race/ethnicity, religion or belief, sexual orientation, or a combination of these characteristics**. These seven categories are known as ‘protected grounds’.

**H. PREVENTION**

H.1 Does your organisation have a role in **preventing** targeted harassment from happening in the first place?

Yes  No

[If no, please describe why not. If yes, please go to H2]

H.2 In addition to any of the actions you have mentioned previously, what do you do to **prevent** harassment from happening in the first place, targeted against people because of their:

[For each protected ground, please **either** tick the ‘No action’ box, or describe the action/s being taken]

	No action	Describe action/s
Age	<input type="checkbox"/>	
Disability	<input type="checkbox"/>	_____
Gender	<input type="checkbox"/>	_____
Transgender status	<input type="checkbox"/>	_____
Race/ethnicity	<input type="checkbox"/>	_____
Religion or belief	<input type="checkbox"/>	_____
Sexual orientation	<input type="checkbox"/>	_____
Other (Please specify)	<input type="checkbox"/>	_____ _____

H.3 Do you monitor what you have done to **prevent** harassment in the first place, targeted against people because of their:

	<b>Yes</b>	<b>No</b>
<b>Age</b>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Disability</b>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Gender</b>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Transgender status</b>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Race/ethnicity</b>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Religion or belief</b>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Sexual orientation</b>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Other (Please specify)</b>	<input type="checkbox"/>	<input type="checkbox"/>

H.4 Do you evaluate what you have done to **prevent** harassment from happening in the first place, targeted against people because of their:

	<b>Yes</b>	<b>No</b>
<b>Age</b>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Disability</b>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Gender</b>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Transgender status</b>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Race/ethnicity</b>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Religion or belief</b>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Sexual orientation</b>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Other (Please specify)</b>	<input type="checkbox"/>	<input type="checkbox"/>

H.5 Please explain which of your actions have been most successful in **preventing** targeted harassment from happening in the first place. We are most interested in outcomes and how they were achieved.

	Describe action(s)	Explain success
Age		
Disability		
Gender		
Transgender status		
Race/ethnicity		
Religion or belief		
Sexual orientation		
Other (Please specify)		

H.6 Are there barriers to preventing harassment from happening in the first place, targeted at people because of their:

[For each protected ground, please **either** tick the ‘No’ or ‘Yes’ box. If you tick ‘Yes’ please describe the barriers]

	No	Yes	Please describe barrier(s)
Age	<input type="checkbox"/>	<input type="checkbox"/>	
Disability	<input type="checkbox"/>	<input type="checkbox"/>	
Gender	<input type="checkbox"/>	<input type="checkbox"/>	
Transgender status	<input type="checkbox"/>	<input type="checkbox"/>	
Race/ethnicity	<input type="checkbox"/>	<input type="checkbox"/>	
Religion or belief	<input type="checkbox"/>	<input type="checkbox"/>	
Sexual orientation	<input type="checkbox"/>	<input type="checkbox"/>	
Other (Please specify)	<input type="checkbox"/>	<input type="checkbox"/>	

H.7 From your experience, what are the key factors involved in successful approaches to **preventing** targeted harassment from happening in the first place.

## I. SUPPORT AND TRAINING

I.1 Is the right guidance available to help your organisation to address harassment targeted against people because of their:

[For each protected ground, please **either** tick the 'Yes' or 'No' box. If you tick 'No' please specify what would be helpful]

	Yes	No	If no, please specify what would be helpful
Age	<input type="checkbox"/>	<input type="checkbox"/>	
Disability	<input type="checkbox"/>	<input type="checkbox"/>	_____
Gender	<input type="checkbox"/>	<input type="checkbox"/>	_____
Transgender status	<input type="checkbox"/>	<input type="checkbox"/>	_____
Race/ethnicity	<input type="checkbox"/>	<input type="checkbox"/>	_____
Religion or belief	<input type="checkbox"/>	<input type="checkbox"/>	_____
Sexual orientation	<input type="checkbox"/>	<input type="checkbox"/>	_____
Other (Please specify)	<input type="checkbox"/>	<input type="checkbox"/>	_____

I.2 Is the right support available to help your organisation to address harassment targeted against people because of their:

[For each protected ground, please **either** tick the 'Yes' or 'No' box. If you tick 'No' please specify what would be helpful]

	Yes	No	If no, please specify what would be helpful
Age	<input type="checkbox"/>	<input type="checkbox"/>	
Disability	<input type="checkbox"/>	<input type="checkbox"/>	_____
Gender	<input type="checkbox"/>	<input type="checkbox"/>	_____
Transgender status	<input type="checkbox"/>	<input type="checkbox"/>	_____
Race/ethnicity	<input type="checkbox"/>	<input type="checkbox"/>	_____
Religion or belief	<input type="checkbox"/>	<input type="checkbox"/>	_____
Sexual orientation	<input type="checkbox"/>	<input type="checkbox"/>	_____
Other (Please specify)	<input type="checkbox"/>	<input type="checkbox"/>	_____

I.3 Has your organisation provided training for your staff on harassment targeted against people because of their:

	<b>Yes - all staff</b>	<b>Yes – key staff</b>	<b>No</b>	<b>Not applicable</b>
<b>Age</b>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Disability</b>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Gender</b>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Transgender status</b>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Race/ethnicity</b>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Religion or belief</b>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Sexual orientation</b>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Other (Please specify)</b>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

I.4. Do you think staff in your organisation require training on harassment targeted against people because of their?

	<b>Yes - all staff</b>	<b>Yes – key staff</b>	<b>No</b>	<b>Not applicable</b>
<b>Age</b>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Disability</b>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Gender</b>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Transgender status</b>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Race/ethnicity</b>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Religion or belief</b>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Sexual orientation</b>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Other (Please specify)</b>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>



**J. FINAL SECTION**

J.1 What are your organisation's three priority actions in relation to targeted harassment (including violence) for the next 12 months?

For each action, please state what you intend to do

J.2 Please use this space to provide any additional information that you feel is relevant:

J.3 In the final report we would like to cite examples of effective practice. If you feel your organisation is particularly effective in preventing and responding to targeted harassment and violence, would you be prepared to share these details with us? (Any decision to share specific examples will not affect your organisation's anonymity within this survey)

No       Yes

If yes, please provide your telephone contact details and email address:

We will then call you to record details of these examples. Names of specific organisations will only be provided in the final report if we receive permission from members of senior management.

J.4 If you would like to be kept informed of the results of this survey, please enter your email address and we will forward you an electronic copy of the report:

J.5 What proportion of people in your organisation share your views on targeted harassment expressed in this survey?

0-2%       25-50%       50-75%       75-100%.

**Many thanks for completing this survey**

# Contacts

## England

Equality and Human Rights Commission Helpline

FREEPOST RRLG-GHUX-CTRZ

Arndale House, The Arndale Centre, Manchester M4 3AQ

Main number: 0845 604 6610

Textphone: 0845 604 6620

Fax: 0845 604 6630

## Scotland

Equality and Human Rights Commission Helpline

FREEPOST RSAB-YJEJ-EXUJ

The Optima Building, 58 Robertson Street, Glasgow G2 8DU

Main number: 0845 604 5510

Textphone: 0845 604 5520

Fax: 0845 604 5530

## Wales

Equality and Human Rights Commission Helpline

FREEPOST RRLR-UEYB-UYZL

3rd Floor, 3 Callaghan Square, Cardiff CF10 5BT

Main number: 0845 604 8810

Textphone: 0845 604 8820

Fax: 0845 604 8830

Helpline opening times:

Monday to Friday 8am–6pm.

Calls from BT landlines are charged at local rates, but calls from mobiles and other providers may vary.

Calls may be monitored for training and quality purposes.

Interpreting service available through Language Line, when you call our helplines.

If you require this publication in an alternative format and/or language please contact the relevant helpline to discuss your needs. All publications are also available to download and order in a variety of formats from our website.

[www.equalityhumanrights.com](http://www.equalityhumanrights.com)

This report provides the first systematic investigation of action by public authorities in Britain to eliminate targeted violence. Based on a survey of 213 organisations, including police forces, councils and social landlords, it examines the extent to which existing policies, action plans, partnership work and training addressed targeted violence, and the level of action being taken to prevent, report and record such violence and to help victims and work with perpetrators. Key findings include that while most respondents worked in partnership, fewer had action plans. Equally, while most recognised that they had a role in helping people report, far fewer recognised a role in preventing incidents or working with perpetrators.