Hate Crime is a most repugnant form of crime. The police service alone cannot be effective in combating it. The active support of partner agencies, group leaders, communities, witnesses and victims is essential to effective prevention and investigation.

By concerted joint efforts against hate crime we can turn the tables, to include the excluded and liberate the fearful. Broad action across society can change attitudes and put racism, homophobia and other group hatreds beyond the limits of acceptability. Greater Manchester Police is committed to make a significant contribution by taking positive action against racist and other hate behaviours.

D Wilmot
Chief Constable
<table>
<thead>
<tr>
<th>Contents</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>Definitions</td>
<td>1</td>
</tr>
<tr>
<td>Introduction</td>
<td>3 - 4</td>
</tr>
<tr>
<td>Strategic overview</td>
<td>5</td>
</tr>
<tr>
<td>ACPO Statement on Leadership</td>
<td>6</td>
</tr>
<tr>
<td>Encouraging greater reporting of hate crime</td>
<td>7 - 8</td>
</tr>
<tr>
<td>Investigating hate crime</td>
<td>9</td>
</tr>
<tr>
<td>Call reception</td>
<td>10 - 11</td>
</tr>
<tr>
<td>Initial investigation</td>
<td>12 - 14</td>
</tr>
<tr>
<td>Evaluation</td>
<td>15</td>
</tr>
<tr>
<td>Secondary investigation</td>
<td>17 - 19</td>
</tr>
<tr>
<td>Applying problem solving principles to hate crime</td>
<td>20 - 21</td>
</tr>
<tr>
<td>Legislative Tools</td>
<td>21</td>
</tr>
</tbody>
</table>
Hate Crime
Hate crime is any criminal offence, committed against a person or property, that is motivated by the offender’s hate against people because of their sex, race, religion, disability or sexual orientation. A victim of hate crime does not have to be either a member of a minority or someone who is for some reason considered vulnerable.

Racist incident
A racist incident is any incident which is perceived to be racist by the victim or any other person.

Homophobia
Homophobia is an irrational fear and dislike for people who identify themselves as lesbian, gay or bisexual.
A homophobia incident is any incident which is perceived to be homophobic by the victim or any other person.

Disability
Disability is a physical or mental impairment which has substantial and long term adverse effect on a person’s ability to carry out normal day to day activities.

Sex
Refers to male or female gender
Many features of domestic violence incidents are not common to hate crime as defined here. Our domestic violence policy offers a guide to the sensitive and effective handling of such incidents.

Religion
This refers to faith and worship of religious groups.
The Challenge of Hate Crime
Hate crime is one of the most distressing crimes for victims and the wider community. The police service has sometimes found it difficult to identify and deal with hate crime and its impact in the most appropriate manner. The service is primarily organised to respond to breaches of the law and has tended to focus on offending behaviour according to how it is legally defined rather than the harm that is caused to victims, for example, treating homophobic graffiti as minor damage ignores the fear that is caused to members of the group it targets. Hate crime includes incidents motivated by hate i.e. verbal abuse, minor public order offences.

GMP’s Response to the Challenge
In the Greater Manchester Police we recognise that institutional racism does exist and are taking active steps to eliminate it. We also accept that on occasions the behaviour of some staff does fall below the standard that we and the community expect. We will deal with this by making it clear what those standards are and how they are to be achieved.

We do however believe that the majority of staff working for the Greater Manchester Police are committed to providing every member of the community with the highest possible standard of service irrespective of ethnic origin, religion or sexual orientation.

But we also understand that the onus is on us to demonstrate that fact to the communities we police. The way we deal with reports of hate crime and other hate incidents will be central to achieving this.

Investigating Hate Crimes
The successful investigation of individual reports of hate crime will require us to prioritise incidents according to the impact they have on the victim and vulnerable communities, rather than on a narrow interpretation of the illegal act. The investigation itself will be carried out to the highest possible professional standards and will be supervised in a way that guarantees it reaches those standards.

A Victim Centered Approach
There will be occasions when, despite the thoroughness of the investigation, offenders will not be identified, charged or convicted of the offences.

Victims and the wider community will naturally be disappointed in such circumstances, but there is evidence that they will judge our performance not on the outcome of the investigation, although that is important, but rather on the quality of the process by which we go about investigating it and the ways in which we make their daily lives safer. This can be achieved by consulting victims and other members of the community and involving them in the process of investigation and by giving full and timely explanations of why it has not been possible to achieve better outcomes.

If in addition to that we identify ways in which we can help them overcome the effects of the crime and prevent them becoming repeat victims we can justifiably claim to have delivered a high standard of service irrespective of the outcome of the investigations.

This approach to investigating hate crime is built upon the principles contained in the ACPO Guide to identifying and combating Hate Crime (Sept 2000) and complements the Operational Policing Strategy.

Introduction

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This approach to investigating hate crime is built upon the principles contained in the ACPO Guide to identifying and combating Hate Crime (Sept 2000) and complements the Operational Policing Strategy.
The Aim
The hate crime strategy adopted by Greater Manchester Police sets out to:
• encourage greater reporting of hate incidents,
• improve the quality of investigations into hate incidents,
• provide victims with services appropriate to their needs,
• introduce a problem solving approach to hate incidents.

Work by many individuals and units within the force will contribute towards the successful achievement of this strategy. This section describes the role that various parts of the force will play. Each will be dealt with in more detail in later sections of the manual.

The Role of Individual Officers
The most important factor in the force’s response to hate crime is the quality of service delivered in response to individual reports. The approach adopted by the force recognises that the circumstances of each crime and the needs of each victim will be different. One of the dangers we must guard against is viewing victims solely in terms of the group within which they are placed for the purposes of reporting hate incidents. A person may have been victimised because of their ethnic appearance or because they are gay or lesbian, but we must not compound this by assuming that all their needs are defined simply by these characteristics. This places a heavy onus on officers to gather the information necessary to enable a thorough investigation of the incident and an assessment to be made of the victim’s needs.

The Divisional Role
The primary responsibility for creating the conditions which will enable officers to deliver the high standard of service expected lies with Divisional and Sub-div Commanders. They have the responsibility for ensuring that their staff have been fully trained and have the necessary experience and expertise to investigate hate incidents. They must ensure that the systems and processes which support these investigations and deliver services to victims are of the highest standard. Crime and Disorder Partnerships and partnerships with other individuals, groups and organisations should be used to prevent and detect hate incidents. Finally, Commanders should ensure that investigations of hate crime and the delivery of services to victims are properly monitored and supervised to ensure their quality.

Community Affairs Branch has responsibility at force level for fostering the forces relationship with vulnerable communities and formulating policy in relation to community affairs work.

Crime Operations Department is responsible for co-ordinating the response to major incidents and for providing investigative support to Divisions.

Operational Support Department is responsible for ensuring that calls to GMP are dealt with professionally and that they are graded in a way which ensures the most appropriate response.

Problem Solving and Hate Crime
A problem solving approach to policing is being introduced through the Operational Policing Strategy. It builds on our existing Crime and Disorder Strategies and utilises the resources of the community, the Local Authority and other agencies. It is a particularly useful way of addressing persistent problems of hate crime across the force.

About this Manual
This manual is intended to provide all Greater Manchester Police staff with the information they need to deliver a high standard of service to victims of hate crime. It is based on the principles contained in the ACPO Action Guide to Identifying and Combating Hate Crime, which is available in every Operational Policing Unit (OPU). It also provides the standards against which the quality of an investigation will be judged. The wide variety of circumstances in which hate incidents occur means that not every type of activity can be covered in a manual of this sort so guidance is provided on where further information may be obtained.

Some of the standards cannot be measured and they are not intended to be performance indicators. They have been developed to guide officers when they apply their professional skills and judgment to the unique circumstances of an individual case. They also provide supervisors with a framework within which to judge the quality of a particular response to an incident. Finally, they enable victims to see if they have received the standard of service that the force has set out to achieve.

Strategic Overview

The Aim
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Operational Support Department is responsible for ensuring that calls to GMP are dealt with professionally and that they are graded in a way which ensures the most appropriate response.
ACPO Statement on Leadership

What the Association of Chief Police Officers of England and Wales says about the role of leadership

Incident by incident, crime by crime and in every aspect of the performance of its duty, the Service must demonstrate commitment to make its stance against racism, homophobia and other group hatred a reality.

Making it happen is an issue of leadership i.e., responsibility to achieve anti-racist outcomes in a timely, sustainable and ethical way. It is a matter of personal, professional and corporate integrity not merely for supervisory police officers and staff, but for all. Anti-racism is an active process.

Every member of the Service has a part to play and a living example to set. Everybody has to be a leader, responsible for self-supervision and for their peers, as well as more conventional line management supervision.

All working together, actively anti-racist and anti-homophobic, the Service can eliminate prejudiced and discriminatory words and behaviour. By contrast, in a police service that is simply non-racist, supervision comes only from above, leaving far more opportunity for expressions of prejudice to go unchecked and unchallenged.

Everyone in the Service has a leadership role as guarantor of the new, impact-based priority which hate crime must receive in terms of intelligence, crime reduction and investigation. Collectively and individually, it is leadership that will ensure that the strategies, tactical standards and options, and practical procedures set out in the following sections are delivered as a quality service, inspiring confidence and meeting the needs of victims, families, witnesses and communities.

Anyone who is unable to behave in a non-discriminatory and unprejudiced manner must expect positive disciplinary action. There is no place in the police service for those who will not uphold and protect the human rights of others.

The ACPO Action Guide to Identifying and Combating Hate Crime is available in all Operational Policing Units.

Encouraging Greater Reporting of Hate Crime

Our initial objective is to encourage the reporting of hate crime by:

- providing as wide a range of reporting options as possible and
- by increasing the confidence of vulnerable groups in our response to hate incidents.

Methods of reporting

There is a wide range of current and potential methods of reporting:

- Telephone calls to Area Operations Rooms
- Telephone calls to other GMP units
- Letters to GMP (including self-reporting forms)
- Personal callers to police stations
- Reports to patrolling officers
- Third party reports to partner agencies
- Internet reporting

We are constantly reviewing these options to see which are most effective and whether alternative approaches should be adopted. When changes to any of the above are being considered there should be consultation with vulnerable groups to ensure that they are not disproportionately disadvantaged by such change.

See the Call Reception section for the way in which we should deal with individual reports made to GMP by any of these methods.

Increasing the confidence of vulnerable groups

The role that individual officers can play in carrying out investigations into specific complaints is explored more fully in later sections. All employees of GMP, irrespective of their role, have a responsibility to deal promptly, sensitively and effectively with complaints of hate crime made to them. A great deal can be achieved by offering reassurance at an early stage that the complaint is being taken seriously. In particular the following have specific roles in promoting greater reporting.

Divisional Commanders have an overall responsibility for promoting the reporting of hate crime. This could be achieved through:

- The crime and disorder strategy
- The community and race relations strategy
- Improving relationships with, and trust of, the police amongst vulnerable groups
- Promoting a policing style which demonstrates a commitment to support vulnerable groups, victims and witnesses within the various communities on the division
- Providing accessible, confidential self-reporting and third party reporting systems
- Ensuring all hate crimes are properly recorded and fully investigated.

Divisional Community Affairs Inspectors aim to create good relations with the community by:

- Actively promoting the community and race relations strategy
- Acting as liaison officer for joint initiatives between the police and other agencies
- Attending community meetings such as Police and Community Consultative Groups
- Identifying problems in conjunction with Operational Policing Units (OPU) and providing advice and support to sub-divisional Tasking and Co-ordinating Groups.

Community Development Officers have a responsibility to promote good relations between the police and the community by:

- Establishing lines of communications with representatives of ethnic and vulnerable groups
- Liaising with complainants in racist incidents and, where appropriate, referring them to other agencies and victim support schemes
- Providing feedback to complainants and groups about the outcome of cases
- Obtaining information and feedback from ethnic minority communities to ensure policy
conforms to expectations as far as possible
• Assisting in the production of information sheets on community safety matters and ensuring their distribution to communities affected by instances of Hate Crime.

Crime Reduction Advisors have a role in ensuring:
• Consultation between OPU Tasking and Co-ordinating Groups and sub-divisional Crime Reduction Advisors on community safety issues involving racist and homophobic incidents

Community Affairs Branch [YC] has an overall responsibility for monitoring the implementation of the Community and Race Relations strategy and in particular:
• Collates force wide information on racist and homophobic incidents
• Develops self reporting procedures
• Develops third party reporting procedures
• Provides advice and guidance on community and race relations.

Investigating Hate Crime

The objective of the investigation process is to identify and prosecute offenders to the satisfaction of the victim and community. The process can be broken down into a number of elements:
• Call reception
• Initial investigation
• Evaluation
• Secondary investigation

The diagram below illustrates these elements and shows the logical progression from the initial receipt of a call through to the secondary investigation. These elements will form the basis for any properly managed investigation. What the diagram also shows is the parallel activity is aimed at identifying the needs of individual victims and the communities in which they live. Hate crime has unique effects on the quality of life of its victims and those who fear becoming its victims. A crime which is impersonal and would have a minor effect without a hate element, becomes a very personal attack that can cause vastly greater harm to the victim’s quality of life.

We must acknowledge this fact when dealing with hate crime and ensure that, in addition to investigating the incident, we also assess the impact it has had upon the victim. There may be little or no physical harm or damage, but there will often be a fear that matters will escalate and the police will not treat that fear as a reality.

A continuing process of risk assessment is required to ensure that the needs of the victim are met. This may form an integral part of the investigation and be influenced by its progress, or it could be dealt with quite separately. The impact on a victim may continue long after any investigation has concluded and extend to the victim’s family, friends and the whole community. Each case will be dealt with on its own merits.

![The Elements of the Investigation Model](image-url)
The majority of reports of hate crime will be made by telephone call to Area Operations Rooms, but other means will include:

- Telephone calls to PADS
- Telephone calls to other GMP units.
- Letters to GMP (including self reporting forms).
- Personal callers to police stations.
- Reports to patrolling officers.
- Third party reports to partner agencies.
- Internet reporting.

Although we would normally expect a victim of hate crime to be seen personally by a police officer there will be circumstances when the victim does not wish this to happen. Telephone reporting of the incident will be acceptable in those cases, it should be explained to the victim that this may seriously affect our ability to investigate the matter thoroughly and to provide them with the level of support that we deliver in such cases. If the victim still does not wish to be seen this should be noted on the crime report and the details recorded for evaluation. Reporting officers should encourage victims to provide some means by which we can maintain communication with them, such as a telephone number of a representative whom we could contact. Evaluators should consider re-contacting victims who have reported via the PAD to try and arrange a visit.

The victim should be calmed, reassured and dealt with in a courteous and supportive manner.

1. Ensure that we have fully understood the nature of the incident.
2. Ask relevant questions. This is particularly important where it is apparent that English is not the caller’s first language. Always consider the use of Language Line in such cases.

1. Evaluate the immediate risk attached to this incident.
2. Consider immediate medical attention - summon/render first aid if needed.
3. Consider actual/potential risks to persons/property.
4. Seek to establish whether a repeat victim (GMPICS Gazetteer).
5. Assess priority in accordance with force guidelines on graded responses.

1. Dispatch resource/respond, commensurate with degree of risk, linked to priority. As a rule, a report of hate crime should always be dealt with by a personal visit unless the caller specifically requests otherwise.
2. All relevant information to be passed to the resource allocated to deal with the incident.

1. FWIN should always be created and coded accordingly, with the appropriate level of supervision. This is particularly important in the case of non-AOR reporting where it may be overlooked. Incidents should be Coded 66
2. Final incident code should reflect the assessment of the officer who attended scene OR crime category.

1. Those receiving initial calls should always be mindful of the potential to secure evidence at an early stage by questioning the victim or witness who is reporting the offence and recording the names or description of offenders.
2. Final incident codes should reflect the assessment of the officer who attended scene OR crime category.

1. Third party reports or letters should be routed to the OPU for consistency of response.
2. Telephone calls to PADS
3. Telephone calls to other GMP units.
4. Letters to GMP (including self reporting forms).
5. Personal callers to police stations.
6. Reports to patrolling officers.
7. Third party reports to partner agencies.
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### Activities and Standards for Call Reception

<table>
<thead>
<tr>
<th>Activity</th>
<th>Standards</th>
</tr>
</thead>
<tbody>
<tr>
<td>Initial Contact</td>
<td>1. The victim should be calmed, reassured and dealt with in a courteous and supportive manner.</td>
</tr>
<tr>
<td></td>
<td>2. Ensure that we have fully understood the nature of the incident.</td>
</tr>
<tr>
<td></td>
<td>3. Ask relevant questions. This is particularly important where it is apparent that English is not the caller’s first language. Always consider the use of Language Line in such cases.</td>
</tr>
<tr>
<td>Evaluate &amp; Prioritise</td>
<td>1. Evaluate the immediate risk attached to this incident.</td>
</tr>
<tr>
<td></td>
<td>2. Consider immediate medical attention - summon/render first aid if needed.</td>
</tr>
<tr>
<td></td>
<td>3. Consider actual/potential risks to persons/property.</td>
</tr>
<tr>
<td></td>
<td>4. Seek to establish whether a repeat victim (GMPICS Gazetteer).</td>
</tr>
<tr>
<td></td>
<td>5. Assess priority in accordance with force guidelines on graded responses.</td>
</tr>
<tr>
<td>Respond</td>
<td>1. Dispatch resource/respond, commensurate with degree of risk, linked to priority. As a rule, a report of hate crime should always be dealt with by a personal visit unless the caller specifically requests otherwise.</td>
</tr>
<tr>
<td></td>
<td>2. All relevant information to be passed to the resource allocated to deal with the incident.</td>
</tr>
<tr>
<td>Record</td>
<td>1. FWIN should always be created and coded accordingly, with the appropriate level of supervision. This is particularly important in the case of non-AOR reporting where it may be overlooked. Incidents should be Coded 66</td>
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<tr>
<td></td>
<td>2. Final incident code should reflect the assessment of the officer who attended scene OR crime category.</td>
</tr>
<tr>
<td>Secure evidence</td>
<td>1. Those receiving initial calls should always be mindful of the potential to secure evidence at an early stage by questioning the victim or witness who is reporting the offence and recording the names or description of offenders.</td>
</tr>
<tr>
<td>Third Party reporting</td>
<td>1. Third party reports or letters should be routed to the OPU for consistency of response.</td>
</tr>
</tbody>
</table>

### Where to Find Out More

- **Training for AOR staff** - Communications and Computer Training Unit
  - Ask your AOR Mentor or Supervisor
- **Language Line** - Chief Constable’s Orders 93/30 and 93/32
  - The Blue Book, page 68
- **Graded Response** - GMP Response Policy Document
  - GMP Repeat Victimisation Strategy CC Order 99/30
- **PAD Reporting** - Chief Constable’s Order 98/28
- **Incident Handling** - Chief Constable’s Orders 91/18 and 94/38
- **Final Incident Codes** - GMPICS System Information on ‘MI’ Pages
- **First Descriptions** - PACE Code of Practice D Para.2.0
  - Criminal Procedure and Investigations Act 1996 (CPIA) Code of Practice Para.5.4
Initial Investigation

Objectives

1. To ensure the immediate welfare of the victim, witnesses and, where necessary, the wider community.

2. To document the allegation, secure vulnerable evidence, identify witnesses and, where possible, arrest the offender.

Management Responsibilities

Most initial investigations are conducted by uniformed patrol officers, some of whom may be quite inexperienced. Supervisors must be mindful of this and provide the appropriate levels of support and advice.

Checks of FWINs should be made to ensure that all hate incidents result in submission of a crime report and a SARA input document where appropriate.

Activities and Standards for Initial Investigations

<table>
<thead>
<tr>
<th>Activity</th>
<th>Standards</th>
</tr>
</thead>
</table>
| Obtain details and initial account of victim/witnesses. | 1. Use pocket book and retain rough notes.  
2. Know your rights and obligations under PACE 1984.  
3. Interview according to the PEACE model.  
4. Memorandum of Good Practice for child interviews.  
5. Ensure a means of contact is established with all witnesses.  
6. Consider the use of an accredited translator. |
| Obtain victim/witness statements. | 1. As above. |
| Secure scene/evidence | 1. Protect, preserve, secure evidence. Seize where necessary.  
2. Think FORENSIC.  
3. Consider Crime Scene Examiner/photos etc.  
4. Contact supervision and request assistance if required. |
| Identify and trace offender | 1. Positive arrest policy. If identity of offender is known - arrest where possible.  
2. Circulate details if offender is no longer at scene. |
| Identify and pursue lines of enquiry | 1. Identify all possible lines of enquiry.  
2. Take action re: Fast Track Actions - URGENT lines of enquiry that require immediate response.  
3. Locate and consider immediate seizure of CCTV etc.  
4. Consider house to house enquiries. |
| Post-Arrest procedures | 1. Ensure steps are taken to recover all potential evidence.  
2. Consider search of suspect/premises/vehicle/other places connected to suspect - for articles used in commission of offence, clothing, footwear, other evidence etc. Think FORENSIC.  
3. Ensure appropriate authorities obtained - PACE, warrants etc.  
4. Consider medical examination of suspect - seizure of samples hair/blood etc. |
| Suspect Interview | 1. Research background/intelligence re: victim/suspect.  
2. Consider other similar offences.  
3. Consult OPU re patterns of offending.  
4. Interview in accordance with the PEACE model.  
7. Identify lines of enquiry generated as a result of information received during interview. |
| Suspect disposal | 1. Consider most appropriate form of disposal eg: charge, caution, advice file, no action etc. Ensure liaison is maintained with victim.  
2. Consider refusing/opposing bail where appropriate. Consider bail conditions - police/court. |
| Record all information and action taken | 1. Use the Crime Recording System for all incidents, even those which may not normally be categorised as “crime”. Ensure the report is identified as a hate crime.  
2. Ring from scene or fax report to Crime Input Bureau within 2 hours.  
3. Provide full account and record all action taken in respect of incident. Also record the reasons for not completing an action which would normally be carried out.  
4. Clearly identify any further lines of enquiry.  
5. Ensure the FWIN is updated. |
| Submit intelligence | 1. Ensure intelligence re: incident is accurately recorded and submit to OPU. |
Activities and Standards for Initial Risk Investigations

<table>
<thead>
<tr>
<th>Activity</th>
<th>Standards</th>
</tr>
</thead>
<tbody>
<tr>
<td>Initial Incident</td>
<td>1. Consider impact of offence on victim, family, other parties. Ensure you take full account of the victim’s perspective as this may be different to your own.</td>
</tr>
<tr>
<td>Assessment</td>
<td>2. Consider actual/potential risks to persons/property.</td>
</tr>
<tr>
<td></td>
<td>3. Seek appropriate levels of support for victim/other parties, eg: relatives, appropriate adult, community leader, interpreter and support agencies.</td>
</tr>
<tr>
<td>Arresting the suspect</td>
<td>1. Consider consequences of arrest/non arrest and the danger posed to others.</td>
</tr>
<tr>
<td></td>
<td>Take any immediate action to safeguard the victim or others.</td>
</tr>
<tr>
<td>Releasing the suspect</td>
<td>1. Consider consequences of suspect release. Evaluate threat/risk to victim, reoccurrence of incident, victim/witness intimidation, etc.</td>
</tr>
<tr>
<td></td>
<td>2. Advise the victim re: possible civil action, injunctions, etc.</td>
</tr>
<tr>
<td>Victim welfare</td>
<td>1. Ensure the victim is given a point of contact.</td>
</tr>
<tr>
<td></td>
<td>2. Ensure the victim is fully updated as to what action has been taken.</td>
</tr>
<tr>
<td>Record</td>
<td>1. Use the SARA input document (Problem Analysis Triangle) to reflect the impact on the victim, location and offender.</td>
</tr>
</tbody>
</table>

Where to Find Out More

Overview - Community and Race Relations strategy
Retention of relevant material - CPIA 1996 Code of Practice and Joint
Operational Instructions booklet
PEACE training - Crime Training Unit (U)
Child witness interviews - Family Support Unit (V)
Crime Training Unit (U)
Blue Book, page 18
Forensic issues - “Think Forensic” on GMP Intranet
Crime Scene Examination Unit
Powers of arrest - Police National Legal Database (PNLD) via the Intranet
Procedures re:arrest, search, etc. - PACE Codes of Practice
Crime Pattern Analysis - Communications and Computer Training Unit (U)
Analysts in local OPUs
Investigative interviewing - Crime Training Unit (U)
Identification issues - PNLD
Case disposal - GMP Cautioning Policy
GMP Reprimand and Final Warning Policy CC order 2000/01
CPS Code for Crown Prosecutors
Bail conditions - PNLD
Criminal Judicial Services (S)
Crime recording - Blue Book, page 30
Local OPU
Problem Analysis Triangle - Operational Policing Strategy or local OPU
Fast track actions - ACPO Murder Investigation Manual
Operational guidance - Operational guide for police officers on policing lesbian, gay and trans communities and the Codes of Practice on Reporting and Recording of Racist Incidents

Evaluation

Objective

1) To identify those crimes which it is possible to detect and to ensure that resources are allocated to that end.

2) To assess the victim care requirements and allocate the appropriate resources to deliver them.

By recording all hate incidents in the Crime Recording System we get the best possible chance to evaluate each incident, both in its own right and as part of the wider picture of incidents in that area or force wide. Operational Policing Units (OPUs) are geared towards use of a problem solving approach and developing the information provided by the initial investigation.

Evaluators should be aware of the unique, ongoing nature of hate crime. Although incidents may be reported individually they will almost always form part of a wider picture of activity within the community. You may identify a high level of repeat victimisation, or separate victims who share certain characteristics. Similarly, certain offending traits will recur, suggesting a small but active group of offenders.

Management Responsibilities

Investigation of hate crime and victim care issues may both be time-consuming. Local managers must decide whether responsibility for these tasks can be borne within existing structures or if the establishment of a specialist unit is justified. The volume of hate crime, its seriousness and its impact on the local community will all have to be considered.

The skills required for investigation may not be the same as those for victim care and developing links with the community. Failure to identify this distinction may result in the failure of both elements.

Hate crime issues should be considered by the local Tasking and Co-ordinating Group as appropriate. The involvement of other agencies should be explored to assist with both the investigation and victim/community issues.

Sub-divisional management and crime managers have responsibility as outlined in the Force Community and Race Relations strategy and must therefore ensure that all crimes motivated by hate are properly investigated.

A specific quality control system must be operated in respect of hate crimes. Reports must be endorsed by the sub divisional commander before they can be filed, regardless of the outcome of the investigation. A failure to maintain high investigative standards will result in a damaging loss of public confidence.
Activities and Standards for Evaluation

<table>
<thead>
<tr>
<th>Activity</th>
<th>Standards</th>
</tr>
</thead>
</table>
| Investigation Evaluation | 1. Process all relevant information in relation to crime. Ensure correct classification has been used in crime recording.             
                            2. Ensure all lines of enquiry have been identified and actioned before filing.                                            
                            3. Do not allocate for further investigation unless there are lines of enquiry to pursue. Do consider allocation for victim care issues.  
                            4. Consider consultation/liaison with other police departments and outside agencies.                                                 
                            5. Use problem solving approach to suggest long term solution to problem.                                                                 |
| Intelligence Evaluation | 1. Process all relevant intelligence.                                                                                                                                             |
| Resourcing           | 1. Allocate the most appropriate resources to deal. Consider both the investigative and victim care perspectives.                                                                       
                            2. Consider need for other action - pro active operation, special attention, Community Safety Involvement, action by other agencies eg: housing.  
                            3. Refer to sub-divisional Tasking and Co-ordinating Group (TCG) if appropriate.                                                                 |
| Monitoring           | 1. Monitor progress of investigation.                                                                                                                                            |
|                      | 2. Set appropriate reporting dates.                                                                                                                                               |
|                      | 3. Ensure actions are expedited.                                                                                                                                                 |
|                      | 4. Sub-divisional commanders to ensure quality control mechanisms in place eg checks of crime reports against FWINS/statements/other documents - Service Recovery (cold calling) |

Activities and Standards for Evaluation

<table>
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<tr>
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<tr>
<td>Risk Assessment</td>
<td>1. Review initial risk assessment.</td>
</tr>
<tr>
<td></td>
<td>2. Consider impact on victim/community. If decision is made not to continue investigation, further action to reduce impact on the victim/community may be necessary.</td>
</tr>
<tr>
<td></td>
<td>3. Consider need for involvement of others eg: Victim Support, Community Safety Officer, Community Development Officer, etc.</td>
</tr>
</tbody>
</table>

Allocate resources

|                     | 1. Local management will determine whether a specialist unit is required to deal with hate crime, either from the investigative or victim care perspective. |

Victim Care

|                     | 1. Ensure victim is aware of action taken.                                                                                                                                  |

Where to Find Out More

| Using problem solving approach | Operational Policing Strategy or local OPU                                                                                                                                   |
| Initiatives to combat crime   | Community Safety Unit/Office                                                                                                                                                 |
|                               | Home Office Research Papers                                                                                                                                                  |
|                               | HMIC Thematic Reports                                                                                                                                                       |

Dealing with victims/witnesses

|                               | Victims Charter                                                                                                                                                                   |
|                               | “Supporting Witnesses” booklet (S Dept)                                                                                                                                 |
|                               | National Standards of Witness Care in the Criminal Justice                                                                                                                  |

System (copy in Div JSU)

|                               | Witness Liaison Unit (V)                                                                                                                                                       |
|                               | Victim Support Scheme                                                                                                                                                          |

Links with the community

|                               | Community Development Officers                                                                                                                                                 |
|                               | Community Affairs Branch (V)                                                                                                                                                   |
|                               | Community Safety Officer                                                                                                                                                       |

Secondary Investigation

Objective

• To gather evidence leading to the prosecution of the offender.

It is important to establish at this stage the differing needs of the investigation and the victim/community. Secondary investigations should only be carried out where an evaluator considers there to be some prospect of furthering an investigation. Crimes for secondary investigation should be allocated to the most appropriate investigative resource. There should be a clear indication of the activity that is required and a time scale for further reporting.

It will often be the case that the officer who carried out the initial investigation will be tasked with carrying out the secondary investigation to follow up on information already gathered. There will also be occasions when other officers will be asked to carry out secondary investigations, dependent upon the seriousness of the offence, any specialist knowledge required or the identification of a particular pattern of offending.

The absence of a secondary investigation should not preclude further work with the victim/community with a view to reducing both crime and the fear of crime.

Management Responsibilities

To ensure best use of resources, secondary investigations must be tightly focused and timebound.

All communications with victims/witnesses should be quality checked to ensure appropriate use of language, foreign language version, etc.

Community initiatives must be sustained to give greater credibility. Officers with local responsibilities should be kept informed of the progress of hate crime investigations/initiatives even if not directly involved.
### Activities and Standards for Secondary Investigations

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<tr>
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<tr>
<td>Victim liaison</td>
<td>1. Contact victim to establish if they have any additional information and to update them on the progress.</td>
</tr>
<tr>
<td></td>
<td>2. Establish a two way communication.</td>
</tr>
<tr>
<td>Witness identification</td>
<td>1. Locate and interview all witnesses.</td>
</tr>
<tr>
<td></td>
<td>2. Consider House to House, Media appeals etc.</td>
</tr>
<tr>
<td>Investigative Options</td>
<td>1. Develop a planned method of investigation, considering use of all available resources - eg: use of informants, surveillance, technical facilities, etc.</td>
</tr>
<tr>
<td></td>
<td>2. Consider involvement of outside agencies.</td>
</tr>
<tr>
<td>Case management</td>
<td>1. Review all evidence - including forensic evidence.</td>
</tr>
<tr>
<td></td>
<td>2. Ensure all evidence is correctly recorded/stored.</td>
</tr>
<tr>
<td></td>
<td>3. Submit prosecution file within time limits and to required standard.</td>
</tr>
<tr>
<td></td>
<td>4. Ensure retention and disclosure provisions are satisfied.</td>
</tr>
<tr>
<td></td>
<td>5. Maintain CPS liaison - address any outstanding issues.</td>
</tr>
<tr>
<td>Record</td>
<td>1. Ensure crime report is updated. If case remains undetected ensure lines of enquiry followed are fully recorded and associated documents are properly filed.</td>
</tr>
<tr>
<td>Victim Liaison</td>
<td>1. Maintain witness liaison. Ensure victim/witnesses aware of court dates where offender(s) charged.</td>
</tr>
<tr>
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<td>2. Consider witness welfare. Take action re: protective measures where required - consider use of Force Witness Liaison Unit.</td>
</tr>
<tr>
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<td>3. Ensure victim/witnesses warned to attend court if required.</td>
</tr>
<tr>
<td></td>
<td>4. Ensure victim/witnesses aware of the Witness Support Service and the possibility of a court familiarisation visit.</td>
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<td>5. Ensure victim/witnesses aware of outcome of case.</td>
</tr>
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<td>Case Management</td>
<td>1. Monitor releases from custody/applications for bail to ensure victim/witnesses are kept informed.</td>
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<tr>
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<td>2. Be mindful of witness intimidation, both before and at court.</td>
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<td></td>
<td>2. Consider need for further police involvement / involvement of other agencies.</td>
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### Activities and Standards for Monitoring Changing Risks

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### Where to Find Out More

| Investigative options | - Sub-divisional OPU                                                                                                                                         |
|                       | - ACPO Murder Investigation Manual                                                                                                                                |
|                       | - National Crime Faculty                                                                                                                                       |
| Prosecution files     | - Manual Of Guidance for the Preparation, Processing and Submission of Files                                                                                  |
| Retention and disclosure | - CPIA 1996 Code of Practice                                                                                                                       |
| Witness intimidation  | - Section 51, Criminal Justice and Public Order Act 1994                                                                                                    |
| Court facilities      | - Witness Liaison Unit (V)                                                                                                                                     |
|                       | - Witness Support Service                                                                                                                                    |
Applying Problem Solving Principles to Hate Crime

Repeat victimisation cuts across all crime and incident categories which include hate crime. These repetitive incidents/crimes can be either based at a particular location or area, concern particular individuals or groups as victims or have a common offender or offenders. The victims of hate crime by definition are particularly vulnerable and are in need of an appropriate response tailored to their needs. The acquisition of community intelligence or our links with partners may indicate hate crime exists even though the usual reporting procedures do not indicate this.

This indicates that in dealing with hate crime we may be examining a particular series of offences, dealing with an individual victim or addressing a problem which an individual or community has reported elsewhere.

It is essential that we adopt a problem solving approach to hate crime. This will ensure that we tackle the root cause or common characteristics of these problems whilst supporting the victims or witnesses who may have individual needs.

The GMP SARA model of problem solving will guide us through these processes. The phases are as follows:

Scanning
Analysis
Response
Assessment

Scanning
This means that we will proactively look to identify problems. Be they:

Actual problems - incidents which are repetitive, where there is a trend or series, or which happen at a particular location e.g. A series of reports of damage or vandalism with hate crime implications.

Emerging problems - incidents that without action will become repetitive, e.g. first report of a hate crime that we want to “nip in the bud”, a new trend, using previous history looking for the start of a series, etc.

Potential problems - looking out for locations, circumstances or events that may generate problems, e.g. the opening of a community centre or new religious building.

Once the problem has been identified the next phase of the process is to look at all the information we and our partners hold on the circumstances of the problem.

Analysis
In this phase we aim to consider all the information acquired during the scanning phase of the perceived problem in order to identify the causes or common characteristics. (There is some overlap with the scanning phase, as during the more in depth study of the problem areas requiring more information may be identified)

Here the features of three things are considered:-

Location of the problem;
Caller or victim;
Offender/offence.

Analysis should be thorough, creative and innovative because the characteristics of each problem vary.

Response
In the past we have often only dealt with the symptoms of problems. For example reporting minor damage indicating a hate motive (graffiti) but failing to address the root cause or common characteristics such as the offending behaviour of an individual or a group of people.

This phase means that having identified the causes or common characteristics of the problem we now set strategies that tackle them. We may still have to deal with its symptoms in the short term, but we will also set strategies that will deal with the causes or common characteristics to solve the problem in the long term. In setting strategies we should realise that more often than not long term solutions need the support of our partners.

For example, hate crime on an estate:
The common characteristics and causes are likely to be victim or location based as well as the actions of individual offenders. The design of the estate and the habits of the victims will therefore need to be addressed to achieve an effective solution. Long term strategies may be necessary to introduce education of the community to eradicate or reduce this type of hate crime. In this example the solution may be to target harden vulnerable locations on the estate, encourage victims to report and give positive police response to hate crime incidents.

There may be circumstances where a single report of hate crime may involve this problem solving approach to deal with the vulnerability of the victim or community group. This could entail action from a victim support agency, a programme of personal safety advice or the fitting of homelink alarms.

Assessment
Here we evaluate the success (or otherwise) of our response. Good practice can be identified. Any shortcomings can then be further analysed, maybe the problem causes have now become more clear so that a new response can be implemented.

Legislative Tools
There are a number of Legislative options which may be considered in combating hate crime. The details of those can be found with Section 7 of the ACPO Guidance document and also on the GMP Hate Crime web site.