

TITLE: Tackling hate crime and adopting the International Holocaust Remembrance Alliance and the All Party Parliamentary Group definition of Islamophobia.

Report of Director for Public Services

1. Purpose of Report

- 1.1 Calderdale Council supports and leads on hate crime work in the borough and was instrumental in directing the Hate Crime Partnership in implementing the recording of anti-Semitic and other forms of faith related hate crime.
- 1.2 To take forward the work of the Calderdale Hate Crime Partnership and support the work currently undertaken by the Partnership on tackling both anti-Semitic, Islamophobic and other hate crimes to protect our communities.

2. Need for a decision

- 2.1 In 2014, West Yorkshire Police in partnership with West Yorkshire local authorities hate crime partnerships introduced new sub-categories for recording faith and disability hate crimes and incidents on their reporting system. The faith sub-categories included: anti-Christian, anti-Hindu, anti-Islam, anti-Semitism and anti-Sikh.
- 2.2 The council works with all sections of the communities in Calderdale to ensure people are treated with respect and feel safe, for those that seek to express their prejudicial views or behaviour that could result in hate incidents or crimes are not tolerated or condoned.
- 2.3 A hate crime is defined as a crime which is committed against someone due to their race, religion, gender, sexual orientation, age or disability.

Tackling all forms of hate crime which include anti-Semitic based incidents is a priority; the Partnership acknowledges this has an impact on the victim and their families and the community.
- 2.4 At its meeting of the Calderdale Hate Crime Partnership on 23rd April 2014, partners agreed to adopt the International Holocaust Remembrance Alliance working definition of anti-Semitism.
- 2.5 In December 2016, the Government formally adopted the International Holocaust Remembrance Alliance (IHRA) working definition of anti-Semitism, the first country in Europe to do so.

- 2.6 In May 2017, the then Secretary of State for Communities and Local Government wrote to local authorities asking them to adopt the working definition of anti-Semitism - at the time some council's adopted the definition.
- 2.7 In April 2018, the All Party Parliamentary Group (APPG) on British Muslims launched an inquiry into a working definition of Islamophobia. The APPG was clear that the inquiry would be a widely consultative exercise to ascertain a working definition of Islamophobia which could be broadly accepted by British Muslim communities and operate across governmental, public, community and private sector organisations, with the aim of ensuring that any impairment of the recognition, enjoyment or exercise, on an equal footing, of human rights and fundamental freedoms in the political, economic, social, cultural or any other field of public life by British Muslims could be adequately addressed and dealt with by the relevant bodies appropriately.
- 2.8 The APPG considered whether the term Islamophobia should remain in continued use or whether an alternative term, such as anti-Muslim hatred, should be adopted instead. However, the APPG received an overwhelming amount of evidence across governmental, community, academic, and public and private sector organisations who attested to the cogency and desirability of retaining the term Islamophobia on the basis that it has established itself in the political and policy lexicon, had gained traction over time and was the predominant choice among Muslims to name and describe the hatred.
- 2.9 The APPG considered the recent history of definitions of Islamophobia in line with the written and oral evidence presented to the group. In analysing the quantitative and, mostly, qualitative data, a thread of three key factors emerged: the process of Islamophobia, the actions that qualify as Islamophobic, and the impact of Islamophobia.
- 2.10 In September 2019, the Communities Secretary Rt Hon Robert Jenrick MP pledged £100,000 funding to stem the spread of anti-Semitic material online. He wrote to all Council Leaders and universities requesting that they adopt the IHRA working definition. Both Leeds and Bradford Councils' have adopted the definition.

3. Recommendation

- 3.1 That Cabinet recommend to Full Council the adoption of both the IHRA's working definition on anti- Semitism and APPG definition of Islamophobia:
- “Anti-Semitism is a certain perception of Jews, which may be expressed as hatred towards Jews. Rhetorical and physical manifestations of anti-Semitism are directed towards Jews. Rhetorical and physical manifestations of anti-Semitism are directed towards Jewish or non-Jewish individuals and/or their property, toward Jewish community institutions and religious facilities.”

"Islamophobia is rooted in racism and is a type of racism that targets expressions of Muslimness or perceived Muslimness."

4. Background

4.1 Definitions for IHRA and the APPG (All-Party Parliamentary Group) definition of Islamophobia.

4.1.1. The IHRA definition specifies eleven 'contemporary examples of anti-Semitism' in public life, the media, schools, the workplace, and in the religious sphere which could, taking into account the overall context, include but are not limited to:

1. Calling for, aiding, or justifying the killing or harming of Jews in the name of a radical ideology or an extremist view of religion.
2. Making mendacious, dehumanising, demonising, or stereotypical allegations about Jews as such or the power of Jews as a collective — such as, especially but not exclusively, the myth about a world Jewish conspiracy or of Jews controlling the media, economy, government or other societal institutions.
3. Accusing Jews as a people of being responsible for real or imagined wrongdoing committed by a single Jewish person or group, or even for acts committed by non-Jews.
4. Denying the fact, scope, mechanisms (e.g. gas chambers) or intentionality of the genocide of the Jewish people at the hands of National Socialist Germany and its supporters and accomplices during World War II (the Holocaust).
5. Accusing the Jews as a people, or Israel as a state, of inventing or exaggerating the Holocaust.
6. Accusing Jewish citizens of being more loyal to Israel, or to the alleged priorities of Jews worldwide, than to the interests of their own nations.
7. Denying the Jewish people their right to self-determination, e.g., by claiming that the existence of a State of Israel is a racist endeavour.
8. Applying double standards by requiring of it a behaviour not expected or demanded of any other democratic nation.
9. Using the symbols and images associated with classic antisemitism (e.g., claims of Jews killing Jesus or blood libel) to characterise Israel or Israelis.
10. Drawing comparisons of contemporary Israeli policy to that of the Nazis.

11. Holding Jews collectively responsible for actions of the state of Israel.

4.1.2. In addition the IHRA states:

- Anti-Semitic acts are criminal when they are so defined by law (for example, denial of the Holocaust or distribution of anti-Semitic materials in some countries).
- Criminal acts are anti-Semitic when the targets of attacks, whether they are people or property – such as buildings, schools, places of worship and cemeteries – are selected because they are, or are perceived to be, Jewish or linked to Jews.
- Anti-Semitic discrimination is the denial to Jews of opportunities or services available to others and is illegal in many countries.

4.1.3. The definition although legally non-binding, is an important tool for public bodies to understand how anti-Semitism manifest itself in the 21st century, as it gives examples of the kind of behaviours which depending on the circumstances constitute anti-Semitism.

4.1.4. The APPG definition of Islamophobia - "Islamophobia is rooted in racism and is a type of racism that targets expressions of Muslimness or perceived Muslimness."

1. Contemporary examples of Islamophobia in public life, the media, schools, the workplace, and in encounters between religions and non-religions in the public sphere could, considering the overall context, include, but are not limited to:

2. Calling for, aiding, instigating or justifying the killing or harming of Muslims in the name of a racist/fascist ideology, or an extremist view of religion.

3. Making mendacious, dehumanizing, demonizing, or stereotypical allegations about Muslims as such, or of Muslims as a collective group, such as, especially but not exclusively, conspiracies about Muslim entryism in politics, government or other societal institutions; the myth of Muslim identity having a unique propensity for terrorism and claims of a demographic 'threat' posed by Muslims or of a 'Muslim takeover'.

4. Accusing Muslims as a group of being responsible for real or imagined wrongdoing committed by a single Muslim person or group of Muslim individuals, or even for acts committed by non-Muslims.

5. Accusing Muslims as a group, or Muslim majority states, of inventing or exaggerating Islamophobia, ethnic cleansing or genocide perpetrated against Muslims.

6. Accusing Muslim citizens of being more loyal to the 'Ummah'

(transnational Muslim community) or to their countries of origin, or to the alleged priorities of Muslims worldwide, than to the interests of their own nations.

7. Denying Muslim populations, the right to self-determination e.g., by claiming that the existence of an independent Palestine or Kashmir is a terrorist endeavour.

8. Applying double standards by requiring of Muslims behaviours that are not expected or demanded of any other groups in society, eg loyalty tests.

9. Using the symbols and images associated with classic Islamophobia (e.g. Muhammed being a paedophile, claims of Muslims spreading Islam by the sword or subjugating minority groups under their rule) to characterize Muslims as being 'sex groomers', inherently violent or incapable of living harmoniously in plural societies.

10. Holding Muslims collectively responsible for the actions of any Muslim majority state, whether secular or constitutionally Islamic.

4.2 National Picture

4.2.1. The Community Security Trust (CST) reported 892 anti-Semitic incidents between January and June 2019, a 10% increase on the same period of 2018. The number of violent anti-Semitic assaults rose from 62 in the first of 2018 to 85 in the same period of 2019.

4.2.2. Tell MAMA (Measuring Anti-Muslim Attacks) reported over 2000 contacts made with Tell MAMA in 2018. For 2018/19, Tell MAMA recorded 1,282 anti-Muslim or Islamophobic reports, of which 1,072 were verified as being classified as such, through secondary evidential sources. Of the 1,072 cases, 745 occurred at a street level and 327 were online.

4.2.3. In 2018, two significant spikes occurred. The first, in spring, reflected the 'Punish a Muslim Day' letters sent to Muslim homes, institutions, and places of work in March, followed by heightened tensions, fears, and anxieties around the proposed day in April, and the second wave of letters ('Punish a Muslim Day 2'), received in May. In total, Tell MAMA received reports of 37 offline (street based) incidents which directly referenced 'Punish a Muslim Day'.

4.3 Local Picture

4.3.1. According to the Census 2011, 0.1% of the Calderdale community identified as Jewish compared to 7.8% from the Muslim community.

2011 Census	Religion							
	Christian	Buddhist	Hindu	Jewish	Muslim	Sikh	Other	No

% of total population	60.6	0.3	0.3	0.1	7.8	0.2	0.4	30.2
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4.3.2. Although an increase of anti-Semitic hate crime has been recorded nationally; incidents recorded in Calderdale are relatively low. In comparison, incidents of Islamophobic hate have been consistent with nine reports recorded for both 2017/18 and 2018/19.

4.3.3 During October 2017 to September 2018, a total of 243 hate crimes and incidents (including third party hate incident reporting centre reports) were recorded by West Yorkshire Police in Calderdale, of these, three were anti-Semitic hate crimes. During October 2018 to September 2019, a total of 367 hate crime and incidents were recorded of which one was anti-Semitic.

4.3.4 In comparison for Islamophobic hate crimes from October 2017 to September 2018 (including third party hate incident reports) – nine were recorded, this was followed by nine reports for the reporting period October 2018 to September 2019.

Table: West Yorkshire Police Hate Crime/Incident Breakdown

	2017/18	2018/19
Calderdale total	243	367
Race	178	242
Faith	12	11
Disability	21	46
Sexual orientation	27	59
Transphobic	3	8

4.3.5 Work has been taking place in Calderdale to increase awareness and understanding of hate crime and reduce both its occurrence and impact. The Council's Cohesion and Equality Officer (Hate Crime Reduction) services the Calderdale Hate Crime Partnership. The Partnership is made up of a number of agencies that meet on a quarterly basis to implement appropriate policies to support victims of hate crime. These include: Calderdale Council, West Yorkshire Police, Calderdale College, South West Yorkshire NHS Trust, Together Housing, Brunswick Centre, Home Group, Calderdale Citizen Advice, West Yorkshire Victim Support, Yorkshire & Humber Crown Prosecution Service, Restorative Solutions and HIMMAT.

4.3.6 A network of 24 third party hate incident reporting centres are established across the borough that also support the Hate Crime Partnership. All staff are trained to ensure the appropriate service is made available to the

victim/s. The role of the reporting centre is to serve as the first point of contact for victims of hate crime and record the details necessary to allow the agencies to undertake further enquiries/investigations.

4.3.7 Recording hate incidents through reporting centres captures all incidents with a hate element, including low-level harassment and those incidents that are not identifiable offences. The rationale for this is that recording of all such incidents allows the police and other agencies to identify tension indicators early on which can be used to prevent further incidents and resources can be planned to tackle the problems before any further escalation occurs.

4.3.8 The Community Impact Assessment Group (Bronze resilience) meets monthly and also looks at hate crime data and intelligence to identify and escalate concerns to the Community Safety Partnership and the local Silver resilience mechanism.

4.3.9 The Hate Crime Partnership Action Plan 2017 -20 includes a focus on preventing hate crime, increasing reporting, responding to hate crime in our communities and supporting victims affected by hate crime. Some of the work of the Partnership includes:

- Annual Holocaust Commemoration

In January 2019, Calderdale Council in partnership with Calderdale Interfaith lead on the annual Holocaust Commemorations hosted at Calderdale College. Participants attending came from a diverse range of backgrounds, faiths and ages.

- Supporting the National Hate Crime Awareness Week in October 2019 and other campaigns

A number of events were organised across Calderdale including a drop in session for members of the wider community at Queens Road Neighbourhood Centre, dissemination of hate crime material through front line services and engagement with the public.

A seminar was organised at Calderdale College on 16 October 2019, over 120 delegates attended representing the public, voluntary sector, faith, community organisations and young people.

- Ongoing development for third party reporting centres

The Councils Cohesion & Equality Officer (Hate Crime Reduction) leads on developing local structures to report hate crimes including third party reporting. Training and development of staff and clear reporting procedures are a key element of this work.

- Raising awareness and promoting online reporting

West Yorkshire Police mechanism
True Vision – national reporting mechanism
Community Security Trust – national reporting mechanism
Tell MAMA – Measuring Anti-Muslim Attacks

- Supporting education establishments and community settings

Providing relevant support to schools and community settings to ensure they have in place relevant structures to report and deal with hate crimes and community tensions.

5. Options considered

- 5.1 The alternative option is not to adopt the IHRA and Islamophobia definitions. However, there is a risk associated with this; failure to adopt the definitions could have a significant impact on the council's reputation and relationship with communities in Calderdale.

6. Financial implications

- 6.1 There are no financial implications associated with this report.

7. Legal Implications

- 7.1 There are no specific legal implications associated with this report. Whilst both definitions strengthen the local approach to hate crime it does not constitute a law.

8. Human Resources and Organisation Development Implications

- 8.1 There are no additional human resource implications. The Council currently supports the Cohesion & Equality Officer (Hate Crime Reduction) post. The post holder will continue to work with the Hate Crime Partnership to develop and raise awareness on hate crime.

9. Consultation

- 9.1 Calderdale Hate Crime Partnership of which Calderdale Council is a member continues to develop its local partnership arrangements in tackling hate crime and supporting victims. In 2014, the Partnership adopted the IHRA and faith related definitions, furthermore, third party hate incident reporting centres were briefed on the extended categories, feedback was positive.
- 9.2 Calderdale Youth council has consulted with over 5000 young people living in the Borough. The 'Make Your Mark' results for Calderdale in November 2019 showed that tackling hate crime was the second most important issue to them (after climate change). Over a 1000 young people voted for '*We should be educated on how to report hate crime. We believe the Government should invest in creating safe spaces that promote unity in communities*'.

10. Environment, Health and Economic Implications

- 10.1 Adoption of the IHRA and Islamophobia working definitions will have a positive impact in the borough.

11. Equality and Diversity

- 11.1 If members support the report's recommendations this will add value to our existing commitment to Equality and Diversity and help contribute to the Councils compliance with the Equality Act 2010 and its Public Sector Equality Duty, particular in relation to those that come under the Race, Religion and Belief Protected Characteristics.
- 11.2 The IHRA and Islamophobia definitions have had significant public and media attention over the last 12 months with considerable debate and discussion over the definition both at a national Governmental and local authority level.
- 11.3 Concerns have particularly focused on the right to free speech and ongoing debate over the Israel and Palestine conflict, and if, its definition or examples may restrict legitimate views being expressed in this area.

12. Summary and Recommendations

- 12.1 To defer this report for consideration for full Council in January 2020.
- 12.2 Our aim in Calderdale has always been to prevent and reduce the levels of hate crime and ensure that victims are supported and those that perpetrate the crime are brought to justice. The Hate Crime Partnership and Third Party Hate Incident Reporting Centres work with the Council to address the challenges that arise in the borough. Working with communities directly over many years, the Council and its partners have increased the confidence for victims and third parties/witnesses to come forward and report hate crimes.
- 12.3 Cabinet recommends that full Council welcomes, endorses and adopts both the International Holocaust Remembrance Alliance and the working All-Party Parliamentary Group definition of Islamophobia (as defined above), in doing so, this will build further confidence with the Jewish and Muslim community in Calderdale that Anti-Semitism and Islamophobic hate crime will not be tolerated in the borough.
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For further information on this report, contact:

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The documents used in the preparation of this report are:

1. ONS Census 2011
2. WY Police Hate Crime Statistics
3. Community Security Trust Hate Crime Report
4. Tell MAMA 2018 'Normalising Hatred Report'

The documents are available for inspection at: Westgate House, Westgate, HALIFAX, HX1 1PS