

**Meeting of the Overview and Scrutiny Management Board**  
**Wednesday, 15<sup>th</sup> January, 2020 at 6.00pm**  
**In Committee Room 2 at the Council House, Priory Road,**  
**Dudley**

**Agenda - Public Session**  
**(Meeting open to the public and press)**

1. Apologies for absence.
2. To report the appointment of any substitute members serving for this meeting of the Committee.
3. To receive any declarations of interest under the Members' Code of Conduct.
4. [To confirm and sign the minutes of the meeting held on 27<sup>th</sup> November, 2019 as a correct record.](#)
5. Public Forum
6. [Presentation – Black Country Local Enterprise Partnership](#)
7. [Hate Crime Overview](#) (Pages 1 – 17)
8. [Forced Marriage and Honour Based Abuse Overview](#) (Pages 18 – 24)
9. [Feedback from Scrutiny Committees](#) (Pages 25 - 26)
10. To consider any questions from Members to the Chair where two clear days notice has been given to the Monitoring Officer (Council Procedure Rule 11.8).



**Chief Executive**  
**Dated: 7<sup>th</sup> January, 2019**



**Distribution:**

Councillor N Richards (Chair)

Councillor C Barnett (Vice-Chair)

Councillors R Burston, T Crumpton, A Finch, J Foster, L Jones, A Millward, J Roberts, M Rogers, P Sahota, D Tyler and S Waltho

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- Members can submit apologies by contacting Democratic Services. The appointment of any Substitute Member(s) should be notified to Democratic Services at least one hour before the meeting starts.
- You can contact Democratic Services by Telephone 01384 815238 or E-mail **[Democratic.Services@dudley.gov.uk](mailto:Democratic.Services@dudley.gov.uk)**



**Minutes of the Overview and Scrutiny Management Board  
Wednesday, 27<sup>th</sup> November, 2019 at 6.00 pm  
In Committee Room 2 at the Council House, Dudley**

**Present:**

Councillor C Barnett (Vice-Chair in the Chair)  
Councillors C Bayton, R Burston, A Finch, J Foster, P Miller, J Roberts, M Rogers, P Sahota,  
D Tyler and S Waltho.

**Dudley MBC Officers**

D Harkins (Director of Public Health and Wellbeing), M Rodgers (Director of Housing),  
R Cooper (Head of Financial Services), S Griffiths – Democratic Services Manager/Statutory  
Scrutiny Officer and M Johal – Senior Democratic Services Officer (Directorate of Finance and  
Legal)

**Also in Attendance**

S Bourner – Chief Superintendent (West Midlands Police)

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17 **Honorary Alderwoman Rachel Harris**

The Chair referred to the recent death of Honorary Alderwoman Rachel Harris and the  
Board observed a period of silence as a token of respect to her memory.

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18 **Apologies for Absence**

Apologies for absence from the meeting were received on behalf of Councillors  
T Crumpton, L Jones, A Millward and N Richards.

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19 **Appointment of Substitute Members**

It was noted that Councillors C Bayton and P Miller had been appointed to serve as  
substitute Members for Councillors T Crumpton and L Jones for this meeting of the  
Board only.

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20 **Minutes**

**Resolved**

That the minutes of the meeting held on 4<sup>th</sup> September, 2019, be approved as a correct record and signed.

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21 **Public Forum**

No issues were raised under this agenda item.

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22 **Medium Term Financial Strategy**

The Board considered a joint report of the Chief Executive and Director of Finance and Legal on the Medium Term Financial Strategy (MTFS) to 2022/23. The proposals had been approved by the Cabinet on 31<sup>st</sup> October, 2019, as a basis for consultation and scrutiny. The four Scrutiny Committees had considered the matter between 13<sup>th</sup> and 21<sup>st</sup> November, 2019 with an emphasis on proposals falling within the terms of reference of each Committee.

In presenting the report the Head of Financial Services provided feedback on discussions from the Scrutiny Committees. The Place and Corporate Scrutiny Committees had received and noted the report. At the Health and Adult Social Care Scrutiny Committee a Member had commented positively on the mainstream funding for the activity to support hospital admissions previously funded by the Improved Better Care Fund continued to be ring-fenced, however, concern was expressed about comments made at the Adult Social Care Peer Review relating to unsustainable reserves. Members were disappointed that the Social Care Green Paper had again been delayed and were of the view that further cross party correspondence should be sent to Central Government to this effect.

With regard to the Children's Services Scrutiny Committee the Cabinet Member for Finance and Legal Services had been requested to consider a proposal that the Council Tax Reduction Scheme include provision for care leavers up to the age of 25 years to receive 100% Council Tax reduction, regardless of their financial circumstances.

Arising from the presentation of the report Members made the following comments:-

- Given the budget was of significant importance, concerns were expressed about the lack of comments from certain Scrutiny Committees. However, it was considered that a contributing factor for this could be due to the quality of information and insufficient detail contained within reports which potentially resulted in Members not being able to have an informed debate and ask appropriate questions or undertake proper scrutiny. Also there may be insufficient time for Scrutiny Committees to scrutinise the budget given full and demanding work programmes.
- Reference was made to public consultation. Responses from residents taking part in the Big Question budget consultation was low and figures were not representative of the population resulting in there being no substantive information for Members to raise questions; the Board supported efforts to encourage more people to engage.
- The Board referred to the inclusion of local businesses within the Borough in consultation on the Council's budget given their financial and business expertise.

With regard to the lack of comments from Scrutiny Committees it was suggested that a review be undertaken of the current budget scrutiny arrangements. The Statutory Scrutiny Officer acknowledged comments made and undertook to refer the matter to the Director of Finance and Legal for consideration. A report would be submitted on potential options for budget scrutiny in 2020/21.

### **Resolved**

- (1) That the work undertaken by Scrutiny Committees, together with the updates provided at the meeting concerning ongoing scrutiny and consultation in relation to the proposals for the Medium Term Financial Strategy to 2022/23, be received and noted.
- (2) That the Director of Finance and Legal be requested to consider the comments made by Members concerning the budget scrutiny process and submit a report to a future meeting of the Board.

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## **23 Refresh of Safe and Sound (Dudley's Community Safety Partnership) Community Cohesion and Hate Crime Strategy**

A report of the Director of Housing was submitted providing feedback received to date in respect of the consultation through Community Forum meetings to inform the refresh of the Community Cohesion and Hate Crime Strategy.

A Member referred to the information contained within the report and indicated that there was no action plan or pertaining timescales attached. Also there were various other connecting strategies and there was a need to combine this information. In responding, the Director of Housing indicated that an overarching summary could be considered.



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Questions were raised about the report particularly relating to the number of respondents from the consultation and the lack of detail on the figures to enable a true reflection to be made in relation to the percentages. Comments were also made on the demographics information contained within the Strategy highlighting that 20% of Dudley residents stated that their day to day activities were limited to some extent by a long term health condition or disability which was considered to be a high figure. Also, information relating to religion only included the main faiths and if other minority religions were not referenced they could feel marginalised. Age was also considered to be a vital determining factor in community cohesion and it was pointed out that this information had not been included and it was suggested that consideration be given to including this type of information in future strategies. The Director of Housing undertook to provide a response to Members detailing the statistics relating to the number of respondents to the consultation exercise.

The Director of Public Health and Wellbeing informed Members that the Council used a variety of methods to engage with the community and groups and efforts were also made to visit 'hard to reach' communities. There were also dedicated champions for groups such as the Lesbian, Gay, Bisexual and Transgender. The Chief Superintendent indicated that there were also a vast number of networking opportunities to engage with the community. As young people were less inclined to attend Community Forum meetings, especially as they were held on an evening, a Member suggested holding a meeting at a College during the day with a view to engaging and discussing issues pertinent to young people.

The Director of Public Health and Wellbeing indicated that there was a considerable amount of work undertaken with young people particularly on violence prevention. It was acknowledged that this work may not be as visible as it should be and consideration should be given to informing and involving Members. Suggestions were welcomed on improvements being made.

## **Resolved**

- (1) That the feedback to date in respect of the consultation to refresh the Community Cohesion and Hate Crime Strategy be noted.
- (2) That a draft version of the refreshed Community Cohesion and Hate Crime Strategy be submitted to the meeting of the Board in January, 2020.

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## 24 **Feedback from Scrutiny Committees**

The Board received an update on the work being undertaken by Scrutiny Committees, including feedback from meetings as follows:-

Place Scrutiny Committee – 13<sup>th</sup> November 2019

Children's Services Scrutiny Committee – 14<sup>th</sup> November 2019

Health and Adult Social Care Scrutiny Committee – 20<sup>th</sup> November 2019

Corporate Scrutiny Committee – 21<sup>st</sup> November 2019

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The meeting ended at 6.56 pm

CHAIR

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## **Overview and Scrutiny Management Board – 15<sup>th</sup> January 2020**

### **Report of the Director of Housing**

#### **Hate Crime Overview**

##### **Purpose**

1. To provide Overview and Scrutiny Management Board with an overview of Hate Crime work within Dudley and the partnership approach that Safe and Sound, Dudley's Community Safety Partnership are taking.

##### **Recommendations**

2. It is recommended:-
  - That the Board notes the contents of the report.
  - That the Board gives consideration to any particular area of the work relating to the Hate Crime agenda that it would wish to scrutinise in more detail in future;
  - That the board comment on the DRAFT 2020 – 2023 Community Cohesion and Hate Crime Strategy – See Appendix 1.

##### **Background**

3. A Hate Crime or Incident is defined as:

*“any criminal offence which is perceived by the victim or any other person, to be motivated by hostility or prejudice based on a person's race or perceived race; religion or perceived religion; sexual orientation or perceived sexual orientation; disability or perceived disability and any crime motivated by hostility or prejudice against a person who is transgender or perceived to be transgender.”*

A crime or incident is classed as 'hate' crime or incident If the person the act is aimed at, or a person witnessing the act, perceives it to be because of any of the below characteristics of the victim:



- race or ethnicity
  - religion or belief
  - sexual orientation
  - gender identity
  - disability
4. A victim of a hate crime/ incident does not have to be a member of a minority group or someone who is generally considered to be vulnerable. Effectively anyone can be the victim of a hate crime/ incident.
  5. Incidents may involve physical assault, damage to property, bullying, harassment, verbal abuse or insults, offensive graffiti or letters /text messages emails/ comments over social networks.
  6. The National Hate Crime Action Plan, Action Against Hate: The UK Government's Plan For Tackling Hate Crime (2016) focuses on four strands:
    - prevent and respond to hate crime
    - increase reporting of hate crime incidents
    - improve support for victims
    - build an understanding of hate crime
  7. Existing stereotypes need to be addressed and the reality behind negative myths needs to be exposed. Education and early intervention is also required to prevent our children and young people from growing up with prejudices against other groups within the Borough.
  8. National research has shown that incidents of hate crime are under-reported. Partners in Dudley are committed to offering a variety of reporting mechanisms to ensure people are able to report in confidence where they feel most comfortable. These include the traditional route of reporting to West Midlands Police, online via the true vision website or via the Boroughs Third Party Reporting Centre's which allow victims to report acts of hate confidentially.
  9. Partners in Dudley from both statutory and voluntary, community and faith sectors work closely together to raise awareness of what constitutes a hate crime or incident and encourage those that experience hate crime or incidents to report what has happened to them.

### Governance

10. Priorities for the Community Safety Partnership are identified through Dudley Borough's Strategic Assessment and consultations and in line with legislative requirements. 2019/20 priorities include:-
  - Tackling and Reducing Violent Crime (including gang and knife related crime)

- Reducing Reoffending (including links to Youth Offending Service – under 18's and First Time Entrants)
  - Reducing Victimisation (including Domestic Violence and Abuse, Violence Against Women and Girls Agenda, **Community Cohesion and Hate Crime**)
  - Reducing Vulnerability – (including Substance Misuse, Mental Health, Modern Slavery, Prevent, **Counter Extremism and Community Cohesion**)
  - Reducing Burglaries (links to organised car crime)
  - Anti-Social Behaviour
11. The Hate Crime work stream is currently overseen and led via Dudley's Community Cohesion Strategic Group, a sub group of safe and sound, Dudley's Community Safety Partnership as part of their overarching action plan.
  12. Hate crime trends across the Borough are monitored via quarterly reports received by the Community Cohesion Strategic Group and actions identified as appropriate.
  13. There are links with Dudley Safeguarding People Partnership and Dudley Health and Wellbeing Boards.

#### Prevalence

14. 342 hate crimes were recorded in Dudley in 2018 / 2019. This was a 24% increase on 2017/2018. However it is acknowledged that this increase could be in part due to the work taking place to raise awareness of what constitutes hate crime and reporting routes, such as our third party reporting centres.
15. Overwhelmingly name-calling stands out as the predominant cause of recorded racially / religiously aggravated intentional harassment alarm or distress. Which tend to be triggered by an incident such as road, traffic or parking / parking space related incidents. Offences directed at victims through their occupation are also high, these included Police Officers, Security Guards, Door Staff, Taxi Drivers, Bus Drivers, Support Workers, Environmental Protection Officers, Shop Staff, Bar Staff and Librarian staff members. A number of offences took place as a result of the offender being identified and challenged for inappropriate behaviour such as re-entering a premises from where they had already been banned, prevented from stealing, recognised from a previous offence, or whilst under arrest.

#### Activity Undertaken

16.
  - Standing agenda item on Community Cohesion Strategic Group
  - A safe and sound Community Cohesion and Hate Crime event took place in October 2019. This included: an update on the counter extremism strategy; local and regional updates on cohesion and hate crime; promotion of hate crime week and resources; and the opportunity to input into the refresh of Dudley's Community Cohesion and Hate Crime Strategy.

- Public and partnership consultation on refresh of community cohesion and hate crime strategy, including via community forums, press release and via the safe and sound website has taken place. 27 responses to the consultation were received via community forums and Survey Monkey, while approximately 80 delegates at the Community Cohesion and Hate Crime event
- Online hate crime has been incorporated into the Childrens workforce online safety training, with links to resources for practitioners to use following the training.
- Community Safety Team and West Midlands Police continue to engage with a support our Third Party Reporting Centres. Third Party Report Centres play a vital role in being an alternative option for people to report hate crime and receive or be sign posted to support. Safe & Sound hosted their third annual tea party during hate crime week in order to thank Thirty Party Reporting Centres for their work and provide updates to partners which was a two way process.
- Educational Resources have been promoted to schools via the Safeguarding in Education Lead and are available to access via the safe and sound website.
- A new online hate crime video was created and promoted as part of hate crime week.
- Community safety Team and West Midlands Police (Dudley Neighbourhood Policing Unit (NPU) ) colleagues) continue to attend and input into the regional hate crime meeting.
- The Anne Frank Trust have completed their 'Building a Stronger Britain Together' (BSBT) programme in Dudley schools and achieved our targets between September and December 2019. Additional schools, in particular primary, also received alternative programmes once the BSBT programme was full. The Anne Frank Trust will continue to work in the region into 2020 and beyond now that links have been established within the area and the schools.
- Work has been taking place with the What Centre to support the Beehive project that seeks to support those living with or at risk of HIV and runs Lesbian, Gay, Bisexual, Transgender, Questioning (LGBTQ) groups.

#### 17. Communications and resources

- Included as part of Safe and Sound Communications plan
  - Specific focus around hate crime week
- Leaflets
  - Safe and sound hate crime leaflets have been updated, promoting reporting routes including 3<sup>rd</sup> Party centres and the hate crime app, these have been distributed across the Borough

- Website
  - The dedicated hate crime page of the safe and sound website continues to be updated and promoted:  
<https://www.dudleysafeandsound.org/hatecrime>
- E-learning
  - Free online training is available to access at:  
<https://www.dudleysafeandsound.org/hatecrime>
- Educational resources
  - Educational resources help hub page of the website includes resources for those that work with children and young people  
<https://www.dudleysafeandsound.org/educationalresources>

## 18. Support for Victims

Locally, Victim Support have support workers specially trained in Hate Crime to work with victims.

Additional advice for victims to access is highlighted on the safe and sound website. <https://www.dudleysafeandsound.org/hatecrime>

19. Dudley now has 30 third party reporting centres, to enable victims to report via alternative routes to the police. These centres are across a mixture of venues, and represent different strands of hate crime. There are a minimum of one centre for each specific strand, and several 'generic' centres, such as Dudley Council Plus, Family Centres and Victim Support.

## 20. Next Steps

- Complete Strategy refresh
- Identify new / emerging work streams with partners
- Continue to engage with regional work

## 21. Links to the Council Plan, Corporate Priorities and the Borough Vision

The Hate Crime agenda aligns with the corporate priority of 'stronger, safer communities', however it could be linked to many aspects of the Council Plan, in particular:

- Educational Outcomes: Closing The Gap For Disadvantaged Pupils:
- Children's Social Care: Building Strong Partnerships; Safeguarding In Practice
- Adult Social Care: Reducing Social Isolation
- Health & Wellbeing: Growing Resilient Communities
- Housing: Supporting Vulnerable People

22. The Hate Crime agenda links to ‘#HOME Of Warm Welcomes and Close-Knit Communities’ of the Borough vision 2030: A place of healthy, resilient, safe communities with high aspirations and the ability to shape their own future.

## **Finance**

23. There are no immediate financial implications arising from this report.

## **Law**

24. The Police and the CPS have an agreed definition of hate crime as:

*“any criminal offence which is perceived by the victim or any other person, to be motivated by hostility or prejudice based on a person's race or perceived race; religion or perceived religion; sexual orientation or perceived sexual orientation; disability or perceived disability and any crime motivated by hostility or prejudice against a person who is transgender or perceived to be transgender.”*

A crime or incident is classed as ‘hate’ crime or incident If the person the act is aimed at, or a person witnessing the act, perceives it to be because of any of the below characteristics of the victim.

- race or ethnicity
- religion or belief
- sexual orientation
- gender identity
- disability

The Crime and Disorder Act 1998 and the Criminal Justice Act 2003 allow sentences to be increased if the offence is classed as a hate crime.

The legislative context is provided by the Equality Act 2010 which sets out the framework of protection from discrimination, for people defined by the protected characteristics of:

- age
- disability
- gender reassignment
- marriage and civil partnership
- pregnancy and maternity
- race
- religion or belief
- sex
- sexual orientation

While the Equality Act applies to all organisations, section 149 of the Act – the public sector equality duties – applies only to listed public authorities (including all local authorities). These require public authorities to do more than other bodies and

be at the forefront of making positive changes in respect of equality, specifically to pay due regard to the need to:

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

### **Equality Impact**

25. There are no equality impact implications arising directly from this report. However, there are differential impacts on individuals, families and communities in respect of issues relating to Hate Crime, this needs to be borne in mind when planning and delivering work and services
26. Communities, including young people have been consulted with in order to inform the refresh of the Community Cohesion and Hate Crime Strategy.
27. An Equality Impact Assessment will be conducted on the new strategy
28. Work will have a positive effect on children and young people who may be affected by Hate Crime

### **Human Resources/Organisational Development**

29. Whilst this report does not have any immediate organisational development/HR or transformational implications, it is important to build the confidence of the workforce in respect of issues relating to all forms of Hate Crime and to ensure that the Council is meeting its statutory requirements and safeguarding individuals, families and communities

### **Commercial/Procurement**

30. There are no commercial or procurement implications arising directly from this report

### **Health, Wellbeing and Safety**

31. Hate Crime can affect any individual or community. It can lead to the physical and mental ill-health of victims and their families, community resilience can be undermined and there can be an increase inequalities in health.
32. Work around this agenda will have a positive impact on the safety of communities - both actual and perceived

33. There are not any negative health, wellbeing or safety implications with continuing to develop work. Conversely, taking work forward on the Hate Crime agenda will improve health, wellbeing and safety outcomes for individuals within the Borough



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**Director of Housing**

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## **Appendices**

Appendix – DRAFT Community Cohesion and Hate Crime Strategy 2020 - 2023

**Dudley Borough**  
**Community Cohesion and Hate Crime Strategy**

**2020 - 2023**

**safe & sound**

Dudley's Community Safety Partnership



## Contents

	Page Number
1. Introduction	3
2. Legislation and National Context	3
3. Demographics	4
4. Integration of new and existing communities	4
5. Community Cohesion	5
6. Community Tensions	5
7. Hate Crime	7
• <i>The Picture in Dudley</i>	7
• <i>Reporting Hate Crime</i>	8
• <i>Support for victims</i>	8
8. Prevent	8
9. Resilience Forum	9
10. Love Your Community	9
11. Governance and Implementation	9

## **Introduction**

Dudley has a proud tradition across the borough of people of all backgrounds getting on well. We have a rich mix of people living and working harmoniously within the borough. We work closely in partnership across agencies and organisations, and with communities to ensure that Dudley continues to be cohesive and any threats to this cohesion are addressed quickly and appropriately.

Our hate crime levels are currently reported as one of the lowest across the West Midlands Police Force area and we are committed to reducing levels and raising awareness of hate crime and incidents, in addition to supporting individuals that have been affected by these issues.

This strategy aims to illustrate how we can work together in order to retain high levels of community cohesion across the borough whilst identifying and responding to any arising tensions. It will also demonstrate how Dudley will continue to work to further reduce the incidence of hate crime, improve reporting and increase support for those affected.

This is a borough wide strategy setting out some key principles. Specific work streams, both themed and geographical, will be identified in conjunction with community and partners and work in relation to these progressed via annual action plans that will be developed. (action plan available on request from [community.safety@dudley.gov.uk](mailto:community.safety@dudley.gov.uk) 01384 814735)

The 2020 – 2023 version of the strategy has been updated, taking into account comment from people that live and work within the borough following a consultation exercise.

## **Legislation and National Context**

The legislative context is provided by the Equality Act 2010 which sets out the framework of protection from discrimination, for people defined by the protected characteristics of:

- age
- disability
- gender reassignment
- marriage and civil partnership
- pregnancy and maternity
- race
- religion or belief
- sex
- sexual orientation

While the Equality Act applies to all organisations, section 149 of the Act – the public sector equality duties – applies only to listed public authorities (including all local authorities). These require public authorities to do more than other bodies and be at the forefront of making positive changes in respect of equality, specifically to pay due regard to the need to:

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

The Crime and Disorder Act 1998 and the Criminal Justice Act 2003 allow sentences to be increased if the offence is classed as a hate crime.

Nationally a significant amount of work is taking place to improve cohesion, challenge extremism and reduce hate crime. Work that takes place in Dudley will reflect these national strategies and action plans<sup>1</sup>, in a way that is meaningful to people that live, work and visit the borough.

## **Demographics**

### **Ethnicity**

In terms of ethnicity the 2011 census reported that 11.5% of people in Dudley are from ethnic groups other than White British, compared to 7.5% in 2001. The equivalent 2011 Census figure for England is 20.2%. Of the 11.5% Pakistani residents make up 3.3%, Indian 1.8%, white and black Caribbean 1.1% and other white 1%. Other Ethnic groups represent less than 1% each of Dudley's population, and total 4.1%.

### **Religion**

The 2011 census also reported that 65.3% of Dudley's population identify themselves as Christian, 4.1% Muslim and 1.2% Sikh. 22% identify as 'no religion'

### **Sexual Orientation**

According to the Office of National Statistics, in 2017 an estimated 2.0% or 1.1 million people of the population (2.2% in the west midlands) identified themselves as lesbian, gay or bisexual (LGB). This comprised 1.3% identifying as gay or lesbian and 0.7% identifying as bisexual. A further 0.6% identified as "other", meaning that they did not consider themselves to fit into the heterosexual or straight, bisexual, gay or lesbian categories. A further 4.1% refused, or did not know how, to identify themselves.

### **Disability**

20% of Dudley residents stated that their day to day activities were limited to some extent by a long term health condition or disability (2011 census)

## **Integration of new and existing communities**

As previously mentioned the population of Dudley is made up of 11.5% existing and emerging BAME communities, and we continue to see new and emerging communities choose Dudley as their home, in addition to some travelling communities who may only be in the borough for a short time. It is imperative that we do our best to understand the needs of these communities, and understand how best to work together to enable integration with established communities, and to resolve issues arising in relation to transient communities in a sensitive and fair manner.

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<sup>1</sup> <https://www.gov.uk/government/publications/integrated-communities-action-plan>  
<https://www.gov.uk/government/publications/hate-crime-action-plan-2016>  
<https://www.gov.uk/government/publications/counter-extremism-strategy>  
<https://www.gov.uk/government/publications/counter-terrorism-strategy-contest-2018>

As part of this integration however, as outlined in the [Casey Review 2016](#), it is also imperative to ensure that all communities within the borough, existing and new, understand the common British values of tolerance, democracy, equality and respect.

Everyone has the right to be treated with dignity and respect and everyone should have an opportunity to achieve their potential. To allow residents and communities to integrate within Dudley we want to ensure that all communities and residents living in the borough are aware how to access services available to them and are also aware of the expectations of them, both culturally within our local communities and legally.

[‘Living In Dudley Borough’](#) includes information for residents that are new to the borough in relation to housing, health, education, staying safe and the law, in addition to signposting to various community information and services. This document can be accessed via the [Community Cohesion ‘Helphub page’ on the Safe and Sound website](#)

## **Community Cohesion**

Essentially, Community Cohesion is about human relationships and how well people get on together. In Dudley it is recognised that Community Cohesion is vital for the maintenance of a safe and peaceful community where:

- People **interact and engage** with each other in a positive way
- People are **committed** to what **we have in common** rather than focusing on things that make us different
- **Mutual respect, fairness and justice** are actively sought

The Council has a duty to promote good relations between groups and the actions identified within a variety of strategies and plans across the Authority and partners contribute to and underpin this goal.

Although strong and positive relationships between people from different backgrounds within neighbourhoods, education settings and in the workplace is at the core of cohesion, it isn't the only issue that needs to be addressed. Economic exclusion and inter-generational issues also have a major bearing on cohesion.

Local perceptions of regional, national or international events aimed at specific communities will also influence cohesion. Therefore at the heart of any attempt to build or improve cohesion will be the necessity to involve and educate communities in order to influence attitudes and behaviours.

We will work with partners and our communities to identify effective ways raise awareness of different cultures within the borough

## **Community Tensions**

In Dudley the definition of tension is:

*“A situation arising from acts or events that cause Dudley people to feel negative towards one another and/or services provided, putting at risk public order or threatening the peace and stability of local communities.”*

Good community relations cannot simply be taken for granted or left to chance and identifying tensions at an early stage is vital in order to prevent escalation, reduce conflict and avoid undermining community cohesion. Ideally, it is preferable to prevent tensions arising in the first place and mainstream community cohesion work is essential in moving towards this goal.

Tensions may manifest themselves through mistrust, miscommunication, the breakdown of community relationships, hate crime, extremism, isolation, criminal/physical damage or damage to the reputation of specific communities.

The Community Cohesion Strategic Group (CCSG) is a multi-agency strategic meeting and includes representatives from the Statutory, Voluntary, Community and Faith Sectors. The group reports to Safe and Sound Strategic Board (incorporating Dudley's Police and Crime Board). Key areas of work considered by the Group include:

- Tension Monitoring and responses to tensions
- Hate Crime – Monitoring and responses
- Preventing Extremism
- Channel Panel
- Modern Slavery and Human Trafficking
- Gang issues that impact on community tensions

Local tensions are considered under the following headings:-

- Political
- Community
- Immigration, Asylum and Refugee
- National and International
- Racial and religious
- Gang, knife or other weapon related
- Criminal
- Sexual Orientation
- Disability and/or Age
- Future

Residents and partners are encouraged to complete and submit the '[tension monitoring form](#)' when any tensions are identified, to allow the partnership to address issues before they escalate.

The CCSG is also responsible for the Community Cohesion Contingency Plan which sets out guidance to the Council and its partners to enable a fast coherent and proportionate response to incidents which are likely to jeopardise peace and stability within the borough. It outlines actions necessary to combat the impact of 'critical incidents', defined as:

*'Any incident where the effectiveness of the partnership response is likely to have a significant impact on the confidence of the victim, the family and/or the community.'*

## **Hate Crime**

There is no legal definition of a hate crime. However, the police and the CPS have an agreed definition of hate crime as:

*“any criminal offence which is perceived by the victim or any other person, to be motivated by hostility or prejudice based on a person's race or perceived race; religion or perceived religion; sexual orientation or perceived sexual orientation; disability or perceived disability and any crime motivated by hostility or prejudice against a person who is transgender or perceived to be transgender.”*

A crime or incident is classed as ‘hate’ crime or incident If the person the act is aimed at, or a person witnessing the act, perceives it to be because of any of the below characteristics of the victim.

- race or ethnicity
- religion or belief
- sexual orientation
- gender identity
- disability

A victim of a hate crime/ incident does not have to be a member of a minority group or someone who is generally considered to be vulnerable. Effectively anyone can be the victim of a hate crime/ incident.

Incidents may involve physical assault, damage to property, bullying, harassment, verbal abuse or insults, offensive graffiti or letters / emails, text messages or comments over gaming or various social media platforms

### ***The Picture in Dudley***

Hate crime trends across the borough are monitored via quarterly reports received by the Community Cohesion Strategic Group and actions identified as appropriate. West Midlands Police also monitor incidents on a daily basis to ensure swift Responses as appropriate. We are working with the Crown Prosecution Service to highlight successful hate crime prosecutions to members of the public.

342 Hate crimes were recorded in Dudley in 2018 / 2019. This was a 24% increase on 2017/2018. However it is acknowledged that this increase could be in part due to the work taking place to raise awareness of what constitutes hate crime and reporting routes, such as our third party reporting centres.

Overwhelmingly name-calling stands out as the predominant cause of recorded racially / religiously aggravated intentional harassment alarm or distress. Which tend to be triggered by an incident such as road, traffic or parking / parking space related incidents. Offences directed at victims through their occupation are also high, these included Police Officers, Security Guards, Door Staff, Taxi Drivers, Bus Drivers, Support Workers, Environmental Protection Officer, Shop Staff, Bar Staff and Librarian staff members.

A number of offences took place as a result of the offender being identified and challenged for inappropriate behaviour such as re-entering a premises from where they had already

been banned, prevented from stealing, recognised from a previous offence, or whilst under arrest.

Partners in Dudley from statutory and voluntary, community and faith sectors work closely together to raise awareness of what constitutes a hate crime or incident and encourage those that experience hate crime or incidents to report what has happened to them. We will also signpost victims of hate crime and incidents to support services

Education and early intervention is required to prevent our children and young people from growing up with prejudices against other groups within the borough. Existing stereotypes need to be addressed and the reality behind negative myths needs to be exposed. Work will continue to take place via the safe and sound communications plan to raise awareness of what constitutes a hate crime and how to report.

Educational resources are available to access on the [safe and sound website](#) and will continue to be updated and promoted

### ***Reporting Hate Crime***

National research has shown that incidents of hate crime are under-reported. Partners in Dudley are committed to offering a variety of reporting mechanisms to ensure people are able to report in confidence and where they feel most comfortable. These include the traditional route of reporting to West Midlands Police, online via the true vision website or via the boroughs [Third Party Reporting Centres](#), which allow victims to report acts of hate confidentially. These centres are across a mixture of venues, and represent different strands of hate crime. There are a minimum of one centre for each specific strand, and several 'generic' centres, such as Dudley Council Plus, Family Centres and Victim Support.

[Information around reporting routes](#) can be accessed via the [Safe and Sound website](#) and via our Hate Crime leaflet.



Hate crime leaflet  
Aug 2019.pdf

### ***Support for victims***

Locally, Victim Support have support workers specially trained in Hate Crime to work with victims.

Additional advice for victims to access is highlighted on the safe and sound website.

<https://www.dudleysafeandsound.org/hatecrime>

### **Prevent**

Prevent is part of the UK's counter terrorism strategy, preventing people from becoming involved in terrorism or supporting terrorism. In recent years we have seen an increase in attacks across the world, with the perpetrators of those atrocities justifying their actions on the basis of a wide range of extremist causes. Prevent activity has been taking place in



Dudley since 2007, and our priority is safeguarding individuals and communities from the risk of extremism by building resilience to extremist influences.

There is a correlation between extremist views and an increased risk of hate crime, prejudice, and fragmented communities, so it is a priority for all of us to work to prevent extremism where possible.

The prevent agenda is taken forward via the Prevent Delivery Group and detailed in the prevent strategy and delivery plan

### **Resilience Forum**

Dudley's Resilience Forum is a multi-agency partnership made up of representatives from the local authority, Emergency Services, West Midlands Counter Terrorism Unit, Health organisations and supporting agencies which work together to address specific local issues and build capabilities to plan, respond to and recover from a wide range of civil emergencies.

The Prepare and Protect elements of CONTEST (The United Kingdom's counter-terrorism strategy) are incorporated into the scope of this Forum in order to help reduce risk in the local area and improve community resilience.

### **Love Your Community**

As a Community Council, Dudley is committed to being an open, responsive and listening organisation. But Love Your Community is about more than that. It is about a new relationship or "deal" with Dudley's citizens. Key features of 'love your community' are:

- The Council will protect the most vulnerable but it also needs citizens to build resilience within their own communities
- We need to reduce dependence on public services, partly through communities becoming more self sufficient, but also through engendering a social enterprise culture within Dudley
- The Council, with local public and third sector partners has a major part to play in enabling communities to embrace this

Love Your Community is therefore about doing things with people not to them, and this approach should in turn have a positive impact on Community Cohesion.

### **Governance and Implementation**

The Community Cohesion Strategic Group will oversee the work included in the annually created partnership action plans, which will be aligned to this strategy, in order to minimise the potential negative effects of tensions and hate crime, prevent escalation and reduce conflict.



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## **Overview and Scrutiny Management Board 15<sup>th</sup> January 2020**

### **Report of the Director of Housing**

#### **Forced Marriage and Honour Based Abuse Overview**

##### **Purpose**

1. To provide Overview and Scrutiny Management Board with an overview of Forced Marriage (FM) and Honour Based Abuse (HBA) work within Dudley and the partnership approach that Safe and Sound, Dudley's Community Safety Partnership are taking.

##### **Recommendations**

2. It is recommended:-
  - That the Board notes the contents of the report
  - That the Board gives consideration to any particular area of the work relating to the Forced Marriage and Honour Based Abuse agenda that it would wish to scrutinise in more detail in future.

##### **Background**

3. The concept of 'honour' is for some communities extremely important. To compromise a family's 'honour' is to bring shame and this can have severe consequences. Individuals are expected to behave in a way that protects perceived cultural and religious beliefs and/or honour. When behaviour is considered to breach this expectation, it is thought to bring shame on the family and/or community. The punishment for bringing dishonour can be emotional abuse, physical abuse, family disownment and in some cases even murder.
4. In most honour-based abuse cases there are multiple perpetrators from the immediate family, sometimes the extended family and occasionally the community at large.



5. Honour based abuse will often go hand in hand with forced marriages, although this is not always the case.
6. Forced marriage is distinct from an arranged marriage because in arranged marriages, although families may take a leading role in choosing the partners, the choice of whether or not to consent to the marriage remains with the potential spouses. In a forced marriage one or both potential spouses do not or cannot give their consent.
7. Practices such as Forced Marriage and so-called Honour-Based Abuse are extreme forms of violence against individuals, and are deeply harmful, both physically and psychologically, victims are not confined to one gender or ethnic group.
8. Governance

Priorities for the Community Safety Partnership are identified through Dudley Borough's Strategic Assessment and consultations and in line with legislative requirements. 2019/20 priorities will include:-

- Tackling and Reducing Violent Crime (including gang and knife related crime)
  - Reducing Reoffending (including links to Youth Offending Service – under 18's and First Time Entrants)
  - Reducing Victimisation (including **Domestic Violence and Abuse, Violence Against Women and Girls Agenda**, Community Cohesion and Hate Crime)
  - Reducing Vulnerability – (including Substance Misuse, Mental Health, **Modern Slavery**, Prevent, **Counter Extremism** and Community Cohesion)
  - Reducing Burglaries (links to organised car crime)
  - Anti-Social Behaviour
9. Although there also links with the Counter Extremism and Modern Slavery agendas, the Forced Marriage and Honour Based abuse work stream is currently overseen within the wider Domestic and Sexual Violence and Abuse agenda. Work has been led via Dudley's Domestic and Sexual Violence and Abuse Strategic Group, a sub group of safe and sound, Dudley's Community Safety Partnership as part of their overarching action plan.
  10. There are clear links with Dudley Safeguarding People Partnership and Dudley Health and Wellbeing Boards.



## 11. Prevalence

Forced Marriage / Honour Based Abuse are 'hidden crimes' and the figures do not reflect the full scale of the abuse.

## 12. Work has been undertaken by the regional task and finish group into data sets and prevalence across the region, with the following learning and significant concerns around accuracy of data:

- Lack of consistency of information across returns, not recorded in the same way
- Limited response by only a very small number of our regional and local organisations
- National information is broken down differently, and for example within one organisation is based on volume of calls rather than users which can also include professionals seeking advice
- Hidden crime – under reported.
- Issue of data not being robust to form/base any judgements

## 13. Data is not recorded as a matter of course on our current systems within Dudley MBC, although this is something that has been requested for the liquid logic system.

## 14. In data for July – October 2019, MARAC (Domestic Abuse Multi-agency Risk Assessment Conference - where high risk victims are discussed) received referrals for 2 cases where forced marriage was identified, and 3 where Honour Based Abuse had been identified.

## 15. Activity Undertaken

- FM / HBA are now standing agenda items on Dudley's Domestic and Sexual Violence and Abuse Strategic Group
- Incorporated into Dudley's Domestic Abuse Strategy available to view at: <https://www.dudleysafeandsound.org/domesticabuse>
- Incorporated into DMBC workforce guidance (document shared with Partners to use as appropriate) available to view at: <https://connect.dudley.gov.uk/support/Pages/Health-and-Wellbeing/Domestic-Violence--Abuse.aspx>
- Specific training has been delivered
- Local Self-assessment developed and completed by key partners
- Mapping exercise of support services is currently taking place (including referral routes and service user feedback)



- Asking service providers to collect victims experiences and feedback on service provision where possible via existing feedback channels within services
- Improvements to reporting and recording systems (ongoing)
- Local Harmful practices Conference held 20.11.19, including a presentation from a survivor
- Building links with and between partners locally and regionally
- Input to and attendance at West Midlands regional meetings

#### 16. Communications and resources

- Included as part of Safe and Sound Communications plan
  - including messages as part of '16 Days of Action Against Domestic Abuse' (November - December 2019)
  - Specific briefings / communications to schools and elected members
- Website
  - Dedicated pages for: Domestic Abuse, Forced Marriage/ Honour Based Abuse and Violence Against Women and Girls (FGM)
- E-learning
  - Free online training is available to access at:  
<https://www.dudleysafeandsound.org/forcedmarriage>
- Educational resources
  - Educational resources help hub page of the website includes resources for those that work with children and young people  
<https://www.dudleysafeandsound.org/educationalresources>

#### 17. Support for Victims

Locally, specialist Domestic Abuse services work with Victims of Forced Marriage and Honour Based Abuse, this includes our refuge provider.

Additional support for victims to access is highlighted on the safe and sound website <https://www.dudleysafeandsound.org/forcedmarriage>

#### 18. Next Steps

- Explore and confirm training offer with Dudley Safeguarding People Partnership going forward
- Domestic Abuse forum refresh
- Identify new work streams with partners
- Continue to engage with regional work



## 19. Links to the Council Plan, Corporate Priorities and the Borough Vision

The Forced Marriage / Honour Based Abuse agenda aligns with the corporate priority of 'stronger, safer communities', however it could be linked to many aspects of the Council Plan, in particular:

- Educational Outcomes: Closing The Gap For Disadvantaged Pupils:
  - Children's Social Care: Building Strong Partnerships; Safeguarding In Practice
  - Adult Social Care: Reducing Social Isolation
  - Health & Wellbeing: Growing Resilient Communities
  - Housing: Supporting Vulnerable People
20. The Forced Marriage / Honour Based Abuse agenda links to '#HOME Of Warm Welcomes and Close-Knit Communities' of the Borough vision 2030: A place of healthy, resilient, safe communities with high aspirations and the ability to shape their own future.

## Finance

21. There are no immediate financial implications arising from this report.

## Law

22. There is numerous legislation that applies to practices of Forced Marriage / Honour Based Abuse, including
- The Domestic Violence, Crime and Victims Act 2004 amended in 2012 by the Domestic Violence, Crime and Victims (Amendment) Act 2012 to include causing or allowing serious physical harm (equivalent to grievous bodily harm) to a child or vulnerable adult'
  - Violence Against Women And Girls Strategy 2010, 2016 – 2020
    - Position statement on male victims of crimes considered in the cross-Government strategy on ending Violence Against Women and Girls (VAWG) 2019
  - Protection of Freedoms Act 2012
  - The Anti-social Behaviour, Crime and Policing Act 2014 (makes it a criminal offence to force someone to marry)



- Counter Extremism Strategy 2015 – Illegal Cultural Practices (pg.38)
- The Serious Crime Act 2015 section 76: offence of “controlling or coercive behaviour in an intimate or family relationship”

### **Equality Impact**

23. There are no equality impact implications arising directly from this report.
24. Forced marriage and Honour Based Abuse affects people from many communities and cultures and individuals with protected characteristics - for example, people from black and minority ethnic communities; refugees and asylum seekers; lesbian, gay, bisexual and transsexual people; and disabled people.
25. Work being undertaken in respect of Forced marriage and Honour Based Abuse will not negatively impact on people with different protected characteristics
26. However, some communities may be more likely to engage in these practices than others and this needs to be borne in mind when planning and delivering work and services
27. Work will have a positive effect on children and young people who may be affected by Forced marriage and Honour Based Abuse

### **Human Resources/Organisational Development**

28. Whilst this report does not have any immediate organisational development/HR or transformational implications, it is important to build the confidence of the workforce in respect of issues relating to all forms of Domestic Abuse and to ensure that the Council is meeting its statutory requirements and safeguarding individuals, families and communities
29. A DMBC workplace domestic abuse guidance document has been developed and agreed by unions and HR. This was formally launched internally as part of ‘16 Days of Action Against Domestic Abuse’ on December 5<sup>th</sup> 2019 and includes reference to staff who may be experiencing Forced marriage and Honour Based Abuse.

### **Commercial/Procurement**

30. There are no commercial or procurement implications arising directly from this report.



## **Health, Wellbeing and Safety**

31. Forced marriage and Honour Based Abuse can affect any individual or community. It can lead to the physical and mental ill-health of victims and their families, community resilience can be undermined and there can be an increase inequalities in health.

Work around this agenda will have a positive impact on the safety of communities - both actual and perceived

There are not any negative health, wellbeing or safety implications with continuing to develop work. Conversely, taking work forward on the Forced marriage and Honour Based Abuse agenda will improve health, wellbeing and safety outcomes for individuals within the Borough



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## **Overview and Scrutiny Management Board - 15<sup>th</sup> January 2020**

### **Report of the Lead for Law and Governance (Monitoring Officer) and the Statutory Scrutiny Officer**

#### **Feedback from Scrutiny Committees**

##### **Purpose**

1. To consider feedback on the work being undertaken by Scrutiny Committees.

##### **Recommendation**

2. That verbal reports from the Chairs/Vice-Chairs, together with any updates to the Annual Scrutiny Programme, be noted.

##### **Background**

3. During the 2018/19 municipal year, it was agreed that a standing item should be included on the agenda for the Overview and Scrutiny Management Board to allow feedback from each Scrutiny Committee.
4. There have been no Scrutiny Committees held since the last meeting of the Board although verbal feedback may be given on any Working Groups. Future Scrutiny Committees will be held as follows:-
  - Children's Services Scrutiny Committee  
30<sup>th</sup> January and 5<sup>th</sup> March 2020
  - Corporate Scrutiny Committee  
23<sup>rd</sup> January and 19<sup>th</sup> March, 2020
  - Health and Adult Social Care Scrutiny Committee  
22<sup>nd</sup> January and 11<sup>th</sup> March, 2020
  - Place Scrutiny Committee  
29<sup>th</sup> January and 4<sup>th</sup> March 2020



5. The reports and minutes of previous meetings are available on the [Council's website](#). The Chairs/Vice-Chairs are invited to give a verbal progress update on the work of each Scrutiny Committee.

### **Finance**

6. The costs of operating the Council's scrutiny arrangements are contained within existing budgetary allocations.

### **Law**

7. The Council's scrutiny arrangements are set out in Article 6 of the Constitution (Overview and Scrutiny) and the associated Scrutiny Procedure Rules are contained within Part 4 of the Constitution.

### **Equality Impact**

8. Provision exists within the Council's scrutiny arrangements for overview and scrutiny to be undertaken of the Council's policies on equality and diversity.

### **Human Resources/Organisational Development**

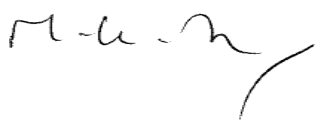
9. Overview and Scrutiny work is primarily administered within the resources available to the Democratic Services Team with support from Directorates and other Officers as required.

### **Commercial/Procurement**

10. This report has no impact on the Council's potential to commercially trade. Individual items included in the Annual Scrutiny Programme may have commercial implications, which will be reported to the relevant Scrutiny Committee.

### **Health, Wellbeing and Safety**

11. Reports to Scrutiny Committee will consider the impact on the health, wellbeing and safety of the Borough's citizens. This is consistent with building stronger, safer and more resilient communities in line with the Dudley Vision and to protect our residents' physical, and emotional health for the future.



**Mohammed Farooq**  
**Lead for Law and Governance**  
**(Monitoring Officer)**

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**Background Documents**

[The Council's Constitution](#)



**Steve Griffiths**  
**Democratic Services Manager**  
**(Statutory Scrutiny Officer)**



**Dudley**  
Dudley Borough Council

Working as One Council in  
the historic capital of the Black Country

