



Hate Crime and Third Party Reporting Centres

A mapping and scoping exercise

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Foreword



The Scottish Government wants to improve the lives of people with learning disabilities. This report is one of a series produced by the Scottish Commission for Learning Disability to understand how we can make that happen.

Scotland's learning disability strategy, The keys to life, has four key strategic outcomes; a healthy life, choice and control, independence and active citizenship. This report is of particular relevance to choice and control, the aspiration for people with learning disabilities to be treated with dignity and respect, and protected from neglect, exploitation and abuse.

One of the reasons this aspiration is so important is that hate crime is a tragic fact of life for people with learning disabilities. The establishment of third party reporting centres recognises that in some cases victims and witnesses of hate crime do not feel comfortable reporting the matter directly to the police and may be more comfortable reporting it to someone they are familiar with. We know this can be true for people with learning disabilities.

This research was carried out to help find out whether or not third party reporting centres are working as they should.

We hope it will provide the basis for informed discussions with Police Scotland and other agencies about the provision of third party reporting centres and ensuring that it contributes to choice and control and to tackling hate crime.

A handwritten signature in black ink, appearing to read 'Chris Creegan'.

Chris Creegan
Chief Executive, SCLD

What is the issue?

Hate Crime is described by Police Scotland as crime motivated by malice or ill will towards a social group by: race; sexual orientation; religion or faith; disability or gender identity.

Hate crimes are abhorrent and target marginalised and vulnerable members of our communities with devastating effect on both victims and their families. Hate crime is also known to disproportionately affect people with learning disabilities and it is also known to be significantly underreported.

People do not always feel comfortable reporting hate crimes directly to the Police, so to overcome this Police Scotland work in partnership with various public sector and third sector organisations to provide safe and private spaces for people to report hate crimes. These spaces are called Third Party Reporting Centres (TPRCs). TPRCs exist as a means for people to report hate crime(s) anonymously.

Introduction

This report is the result of a mapping and scoping exercise of TPRCs in Scotland conducted by SCLD carried out in March 2016. The purpose of the exercise was to ascertain:

- Which listed TPRCs still consider themselves to be a TPRC.
- Levels of TPRC activity in relation to learning disability and corresponding resources.
- To whom the TPRCs report so as to establish a chain.
- Their knowledge about the difference between gender based violence and hate crime.

This information was gathered through the use of a survey that was distributed to the TPRCs listed on the Police Scotland website. Asking the TPRCs themselves for their level of activity and resources was thought to be the most effective way of creating a map of active TPRCs and gain a better insight into activity and resources.

Once the data had been collected it was then analysed by geography (Police Division) and deprivation (Scottish Index for Multiple Deprivation). Following that the survey answers were analysed to establish the key points listed above.

Methodology

In order to maximise potential respondents the survey was purposefully short. It included an opening question of whether the organisation considers itself to be a TPRC to help gain a better understanding on the number of practising TPRCs in Scotland.

Also, including this question at the start might mean that centres that no longer consider themselves to be TPRCs are more likely to answer. This will help us create a clearer picture of active TPRCs in Scotland by virtue of the fact those centres which are no longer TRPCS could be removed from the list on the Police Scotland website.

Following this the survey asked organisations:

- Whether they have the resources to carry out the duties of Third Party Reporting?
- What their level of activity during the last year has been and to whom do they report?
- Whether gender based violence reported by people with learning disabilities is reported through the same channels as other forms of hate crime.

The contact list for the survey was obtained from the Police Scotland website and at the time of the research it was available as a downloadable PDF with TPRCs separated into Police Divisions. This part of the website has since been updated and the TPRCs are now listed on the Police Scotland website rather than contained within a PDF which required downloading.

The original intention was to communicate with TPRCs by email. However it became apparent that it would be very difficult to obtain email contacts for all the TPRCs. Instead, the survey was conducted by phone in order to maximise respondents. The answers were then manually input to Survey Monkey during the phone conversation. This was a labour intensive approach but deemed the most effective method of garnering a high response rate. Speaking with the TPRCs on the phone allowed for a closer engagement with them and the opportunity to collect anecdotal evidence.

The brevity of the survey meant it was possible to conduct it successfully over the phone. This also allowed for respondents to give additional information and to talk to those listed organisations who no longer considered themselves to be TPRCs and may have been unlikely to have taken the time to respond online. Furthermore this process made it possible to establish which organisations were listed multiple times on the Police Scotland website and which organisations had invalid contact details.

The list compiled by Police Scotland contained several inconsistencies. This, in part, is due to the fact that the list has been added to over the years but there has never been a systematic review of which TPRCs were still operational.

Of the 384 TRPCs listed there were 34 duplicates and 40 had either no contact phone number or an invalid phone number listed.

This resulted in 74 of the 384 being discounted from the survey which is just under 20% of the list. Of the 310 remaining, 146 were contacted successfully and completed the survey equating to a response rate of 47.1%.

A breakdown of response rates by Police Division is shown below in Table 1.

Table 1 - Response Rates by Police Division

Police Division	Listed	Removed	Total	Completed Survey	Response rate (%)
Aberdeen, Aberdeenshire & Moray	14	1	13	7	53.8%
Argyll & West Dunbartonshire	23	5	18	8	44.4%
Ayrshire	17	4	13	8	61.5%
Dumfries & Galloway	23	3	20	11	55.0%
Edinburgh	29	5	24	11	45.8%
Fife	25	6	19	7	36.8%
Forth Valley	17	5	12	6	50.0%
Greater Glasgow	65	10	55	26	47.3%
Highlands & Islands	19	4	15	8	53.3%
Lanarkshire	54	11	43	21	48.8%
Lothians & Scottish Borders	54	14	40	15	37.5%
Renfrewshire & Inverclyde	25	2	23	11	47.8%
Tayside	19	4	15	7	46.7%
Total	384	74	310	146	47.1%

Findings

Active TPRCs

Of the 146 respondents to the survey 129 respondents declared themselves to be active TPRCs; the breakdown of these active TPRCs by Police Division is shown in Table 2. Also included is the learning disability population in each Police Division and the learning disability population per active TPRC.

What is apparent from the location of active TPRCs is a relative proliferation throughout the West of Scotland, particularly in Greater Glasgow and Lanarkshire where the highest numbers of active TPRCs are found (24 and 21 respectively). It is pertinent to point out that both Greater Glasgow (55) and Lanarkshire (43) had the highest number of listed TPRCS, however they both had a response rate higher than the average of 47.1%.

The map of active TPRCs suggests an urban bias; for instance there are only 5 active TPRCs across the whole of the Highlands & Islands. Furthermore there is a strong West of Scotland bias, with Aberdeen (4), Dundee (7) and Edinburgh (10) posting small numbers of both listed and active TPRC compared to Greater Glasgow (24), Lanarkshire (21) and Renfrewshire & Inverclyde (11).

Table 2 - Active TPRCs by Police Division by learning disability population

Police Division	Total	Active TPRC	LD Popn	LD popn per TPRC
Aberdeen, Aberdeenshire & Moray	13	4	2761	690
Argyll & West Dunbartonshire	18	7	1024	146
Ayrshire	13	8	1665	208
Dumfries & Galloway	20	10	854	85
Edinburgh	24	10	3520	352
Fife	19	5	1508	302
Forth Valley	12	5	1770	354
Greater Glasgow	55	24	3134	131
Highlands & Islands	15	5	1521	304
Lanarkshire	43	21	2696	128
Lothians & Scottish Borders	40	12	2714	226
Renfrewshire & Inverclyde	23	11	1420	129
Tayside	15	7	2199	314
Total	310	129	26786	208

Learning disability population per TPRC

The learning disability population per active TPRC, as shown in Table 2, has a similar trend in there being a more notable West of Scotland bias than urban bias, which is not to suggest that there is not an underlying urban bias, but the emphasis appears to be on the West of Scotland bias, as will be outlined below.

Edinburgh has the highest learning disability population in Scotland with 3,520 adults and the third highest learning disability population per active TPRC with 352 TPRCs for every adult with a learning disability. Furthermore in Aberdeen, Aberdeenshire & Moray there is an active TPRC for every 690 adults with a learning disability, in Tayside one for every 314 adults with a learning disability, in Fife one for every 302 adults with a learning disability, in Forth Valley one for every 354 adults with a learning disability and in Lothians & the Scottish Borders there is one for every 226 adults with a learning disability. In comparison Greater Glasgow has the second highest learning disability population in Scotland with 3134 adults and has a TPRC for every 131 adults with a learning disability. There are only three Police Divisions with a lower learning disability population per TPRC: Dumfries & Galloway (85), Lanarkshire (128) and Renfrewshire & Inverclyde (129). Additionally Argyll & West Dunbartonshire have an active TPRC for every 146 adults with a learning disability.

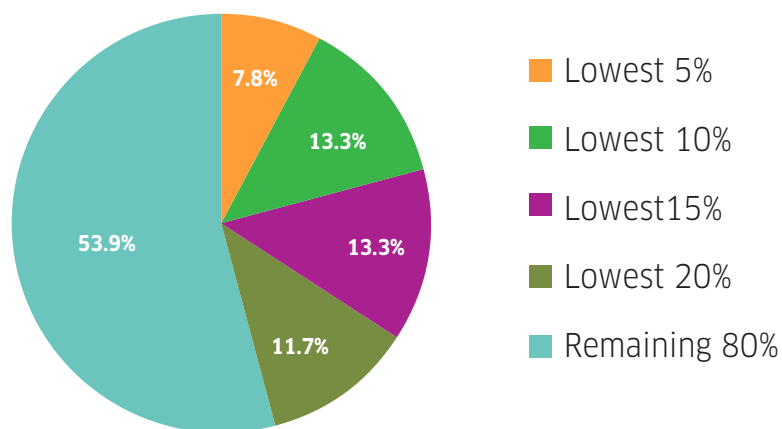
The Highlands & Islands Police Division indicate that there is still an underlying urban bias that needs to be acknowledged with only one active TPRC for every 304 adults with a learning disability.

This all indicates a more significant West of Scotland bias rather than a straightforward urban bias as Greater Glasgow, Lanarkshire and Argyll & West Dunbartonshire all have notably fewer adults with learning disabilities per active TPRC than those areas located elsewhere in Scotland, (e.g. Edinburgh, Aberdeen, Aberdeenshire & Moray, Fife and Tayside) with large learning disability populations.

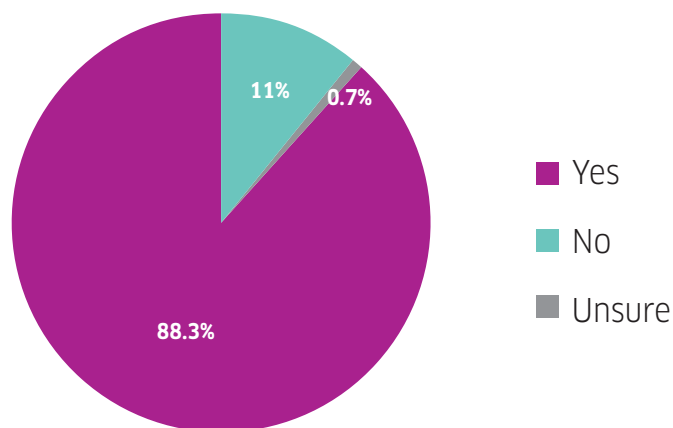
Deprivation Analysis by Scottish Index for Multiple Deprivation

As displayed by Graph 1 the majority of active TPRCs are located outwith the lowest 20% of data zones (Scottish Index for Multiple Deprivation (SIMD) 2012). Wong et al (2013:43) stated that: 'Hate Crime incidents are more likely to occur in more deprived areas.' This is at odds with the majority of active TPRCs being located outwith the most deprived areas in Scotland and highlights an issue.

Graph 1 - Active TPRCs by SIMD

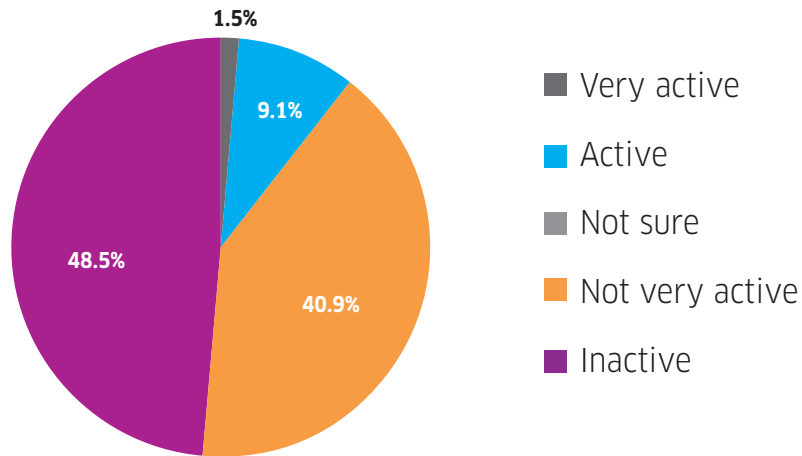


Question 1 - Do you consider yourself to still be a TPRC?



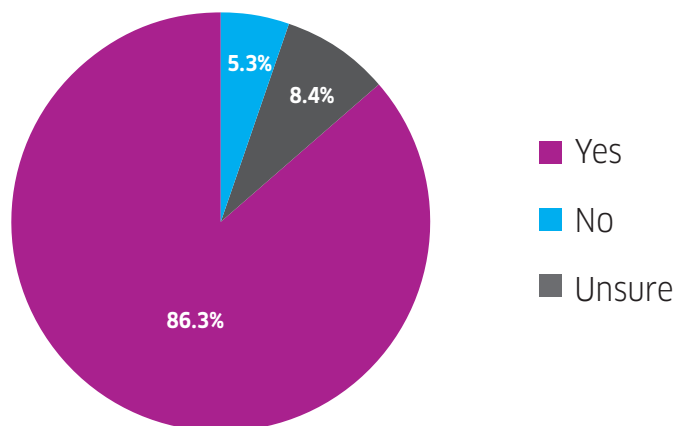
Of the 146 respondents to the survey 88.3% considered themselves to still be TPRCs, 11% stated they no longer considered themselves to be a TPRC and a further 0.7% indicated that they were unsure about their status as a TPRC. We estimate that the number of organisations unsure about their status is significantly higher than the 0.7% recorded.

Question 2 - What has been your level of activity in the last year?



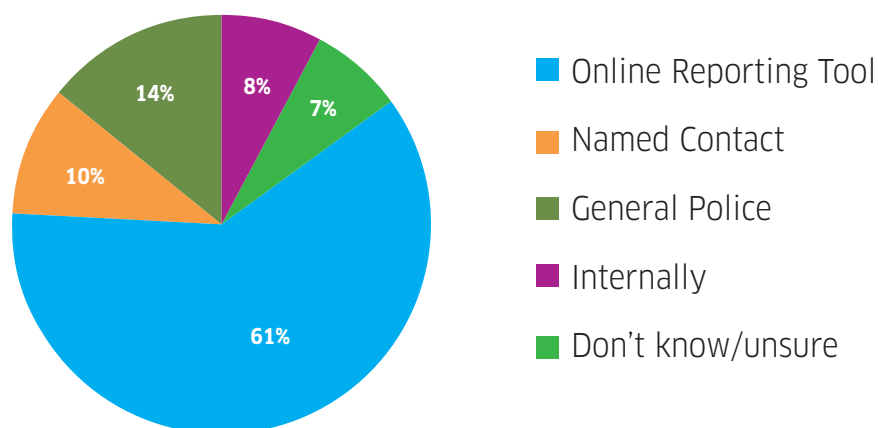
The level of activity referred to in this question was people reporting incidents of hate crime. When asked about levels of activity as TPRCs, just under half (48.5%) of the respondents stated that they had been inactive in the last year and another 40.9% stating that they had been not very active (meaning one or two incidents reported).

Question 3 - Do you have the staffing/resources to fulfil the role of a TPRC?



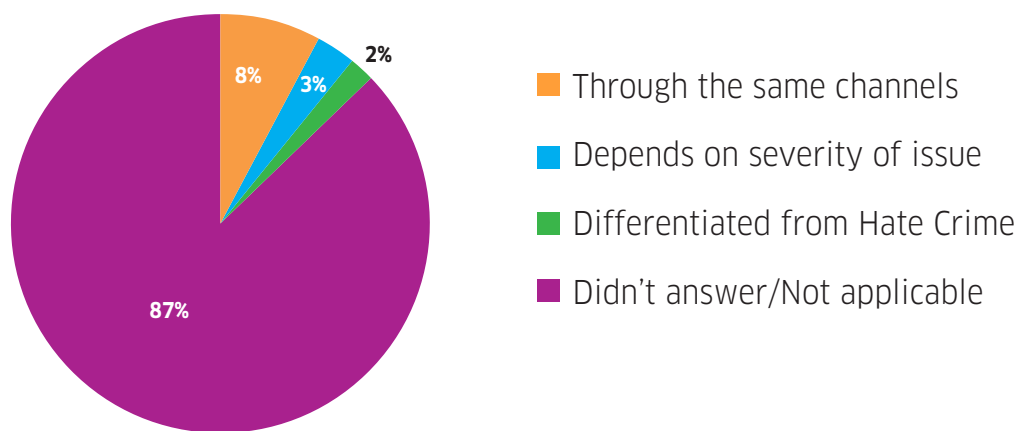
On the whole, staffing and resources was not an apparent issue, with 86.3% believing they had sufficient staffing and resources. A number of organisations also indicated that they had recently received fresh training from Police Scotland; this was particularly true of organisations in Ayrshire.

Question 4 - To whom do you report incidents?



Just under two thirds (61%) of respondents stated that they would report any issues that came up through Police Scotland's Online Reporting Tool with another 10% reporting through a named contact at the police. A further 14% said they would contact the police either by calling 101 or going into a local station, depending on proximity, and 8% said they would report it internally. The remaining 7% said they were unsure about how to report things; meaning that they were unaware of the procedure of reporting hate crime as outlined by Police Scotland.

Question 5 - With regards to Gender Based Violence (GBV) reported by people with a learning disability: Is this reported through these channels, and if so, is it being differentiated from hate crime and other forms of abuse?



The overwhelming majority of responses to this question is 'didn't answer'. This is perhaps unsurprising due to both the high levels of inactivity reported by the TPRCs and the difficulty of disaggregating characteristics from reported hate crime. Furthermore, of the TPRCs that reported activity in the last year, the majority stated that gender based violence incidents were rare and learning disability gender based violence cases were even rarer and as such they were not sure how they would report an issue of that nature if it were to occur.

Discussion

Awareness & Role

Although, as Graph 2 shows, the majority of respondents indicated that they considered themselves to be TPRCs, the levels of awareness of the role and function of TPRCs was low in the majority of responses and clarification was sought before responding in the positive. It was frequently stated that if somebody came in to report an incident then the organisation would not necessarily turn them away and it was on this basis that they considered themselves to still be a TPRC. Confusion about the TPRC role occurred frequently throughout the data collection period and a sense of reluctance to respond negatively was clear. As a result, organisations responded positively but were unable to evidence their role or speak to their resource levels. This was more apparent with larger organisations, like Council services for instance, that did not perhaps want to be known to actively not be a TPRC.

The very low levels of activity in the last year, as shown in Graph 3, indicate that the public have a low awareness of what Third Party Reporting is and what the function of a TPRC is. This, in part, is not helped by the lack of consistency, across Scotland, about which organisations are likely to be TPRCs, particularly in relation to Council services. Responses from Council services varied across geographical area and service type: in some councils all the libraries are listed as TPRCs and for the most part seemed reasonably aware about the role of a TPRC whereas in other councils only some libraries are listed and in some there are no libraries listed.

The libraries listed were typically very certain about their status as a TPRC and this was particularly true of both Ayrshire and Renfrewshire libraries. However an issue arose during conversations with Midlothian libraries and it became apparent that a number of them that were listed as TPRCs were only staffed by one person at a time. They also highlighted that they did not have or could not guarantee a private room to discuss issues with the victim.

Similarly there was a lack of consistency with Social Work services across, and sometimes even within, councils about whether they officially operated as a TPRC, insofar as whether they would report using the Online Reporting Tool, or indeed seek to resolve issues rather than report them. This lack of cohesion from Social Work services seems like a missed opportunity as social workers and support workers are ideally placed to assist with reporting incidents and if this avenue were to be explored then it could see an increase in reporting of hate crimes.

Case Study

One incident that we were made aware of during the data collection was Isa, who was receiving hate abuse from a neighbour due to her learning disability. She made her advocacy worker aware of this and it was reported to the council's housing department and she was moved into a new house. Although the issue was resolved it was not reported as a hate crime.

Case Study

A further incident reported was that of a girl, Katy, who had been sent on an employment training course by the Department of Work and Pensions. She was bullied by two girls on the course. She made her advocacy worker aware of the incident but chose not to report it. The girls bullying Katy managed to get her expelled.

Many respondents said that their organisation did not or had not dealt with people who had a learning disability. This was indicative of a larger trend of a lack of co-morbidity and the inherent difficulties in disaggregating characteristics within reported hate crime. However it also highlighted a trend about the self-perceived function of TPRCs: organisations that were focused on a particular characteristic, for example physical disability or visual impairments, would typically state that they only dealt with that particular characteristic exclusively. This raises the issue of what constitutes being a TPRC: should an organisation only deal with characteristic specific hate crime or should they have a broader remit? This also raises the question of how protected characteristics are viewed: as mutually exclusive or with consideration paid to multiple identification.

Staffing & Resources

Whilst most organisations indicated that they believed they had the resources and staffing to be a TPRC, as shown in Graph 4, many of them did intimate that this was only at current levels of activity. However, were the level of activity to increase notably then they might not have the staffing or the resources to fulfil the role in addition to their day to day work. If the level of inactivity is taken into consideration here then it becomes possible that the figures reported could be misleading as TPRCs are indicating that they have the staffing and resources to be a TPRC with little to no activity.

In many of the phone conversations that took place the respondent mentioned that they had the TPRC branding and posters up but that they had had limited impact. Some respondents noted that they had the branding up, which is why they had answered that they were a TPRC, but they were not sure what it really entailed. This was particularly true of organisations where the person originally responsible for enlisting as a TPRC had left the organisation.

Conversely, some organisations felt the uptake of their service had suffered because of the lack of branding they had received from Police Scotland. It was communicated to these organisations that Police Scotland have been rolling out fresh training for both new and existing TPRCs and that this undertaking had been started during the data collection period. Naturally, the rolling out of training has occurred at differing speeds across Police Divisions. It is hoped that the fresh training will bring greater awareness and reduce the confusion of the TPRCs concerning their role. It is however unlikely that the use of TPRCs by the levels of reported incidents will increase substantially until awareness about the purpose of TPRCs is effectively communicated.

Furthermore the issue of the lack of a suitable space in which to guarantee privacy is something that requires further investigation; many public facing organisations have private spaces that require booking and may not be able to deal with issues on an ad hoc basis which, in some part, negates the purpose in being a TPRC. As a result, this, and other resource and staffing issues, may reduce the number of respondents who can actually fulfil the role of being a TPRC despite identifying as one. If the premises only has one member of staff then they would not be able to leave the desk unstaffed and therefore cannot function as a TPRC; similarly if they cannot guarantee a room with privacy then they cannot function as a TPRC. Staffing and guaranteed privacy are important considerations in the selection and training of TRPCs.

Graph 5 shows that the majority (61%) of respondents were aware of Police Scotland's Online Reporting Tool and would use it to report incidents if and when they arose. However that means that 39% of respondents were unaware of the protocol to use the Online Reporting Tool, and indeed some were unsure of how to report incidents at all. It became apparent that this confusion about reporting is more a by-product of low levels of activity rather than not having received training.

It is reasonable to suggest that the rolling out of additional and/or new training for TPRCs by Police Scotland will result in an increase in organisations using the Online Reporting Tool to report incidents rather than some of the other methods presently used. However that is not to suggest that additional training of staff will necessarily increase the actual rate of reporting itself.

Recommendations

- An investigation into the feasibility of utilising the reach of Social Work Services, Support Workers and Carers to maximise the number of incidents that are reported.
- The role of a TPRC needs to be more clearly defined – should an organisation only operate as a TPRC for a group of people with a certain characteristic or should they operate more generally?
- There has to be more cohesion and consistency about which organisations are listed and known to be TPRCs. A discussion needs to be had about which organisations are suitable and can provide a secure space for privacy – perhaps pharmacies would be more appropriate as they have a discrete private room.
- Once certain types of organisation are known to be TPRCs then that allows for public awareness to be increased in a much more systematic manner i.e. every child at primary school is taught that a library or a pharmacy is a place where you can report something.
- The database of TPRCs needs to be maintained more routinely with consideration paid to the available resources (i.e. staffing and a private room).



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