Independent Review of Hate Crime Legislation: Analysis of Questionnaire Responses

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1.0 Introduction

1.1 Background

Lord Bracadale is currently conducting an independent review of hate crime legislation in Scotland. The review is looking at the existing offences that come under the umbrella of "hate crime", to form a view as to how well the present law works; whether changes need to be made; whether the offences should be extended to cover other groups; and whether all hate crimes should be brought into one area of legislation. Between April and May 2017, a short questionnaire was made available as part of this review. The report which follows is structured around the questions which were set in the questionnaire. It presents the results of systematic analysis of the responses using a thematic analysis method. This report is not intended as a statistical analysis of questionnaire responses, but instead is intended to provide an overview of the views which were submitted.

1.2 The questionnaire

The questionnaire was featured on the web pages for the review and was promoted via a direct mail out to a wide range of interested parties, social media and other channels. The questionnaire included four questions, with space for short answers (up to 350 words):

- Question one asked what people regard as hate crime to inform views about the definition of what hate crimes are.

- Questions two and three asked about people's experiences either direct or witnessed and the impact that this has had.

- Question four invited more general input, allowing people to express wider views.

Before the analysis is presented, detail on the responses and respondents will be provided.

2.0 Response Data

2.1 Number and type of responses

One hundred and three responses were submitted to the questionnaire through the Scottish Government's online hub, Citizen Space, (there were a small number of returns submitted in hard copy) and a further 77 youth responses were provided (see 2.2 below), making 180 responses in total. Of the 103 responses submitted through the hub, 54 were on behalf of organisations. Forty-nine individuals responded (21 remained anonymous and 28 provided their contact details).

Respondent type	Number of responses	As a percentage
Individual	49	27
Organisation	54	30
Young people's responses	77	43

Table 1: Number of responses by type

Of the 103 responses, 44 different organisations made 54 responses.

The functions of these organisations were varied (health services, those with a justice function and those with community based interests etc). A full list of the organisations who submitted responses is provided in Appendix 1.

It must be noted that a number of organisations submitted several experiences of behalf of those involved with their agencies. Although counted as one or-ganisational response, each individual account was recorded separately.

2.2   Data from young people

Several organisations were involved in bringing together responses from young people: Young Scot, Youthlink Scotland, the Scottish Youth Parliament and the Commissioner for Children and Young People in Scotland. The questionnaire was adapted to apply to a younger audience and was hosted on the Young Scot website. These groups also took the opportunity to ask for additional data on who was responding (not something gathered from the online questionnaire that was hosted on Citizen Space): age, gender, council area, employment status and whether the respondent considered themselves transgender. Despite this additional data, respondents themselves were all anonymous.[1]

Of the 77 respondents, 42 described themselves as female, 30 as male, one as other and four preferred not to say. Four considered themselves transgender, four preferred not to say and 69 did not consider themselves transgender. The breakdown of age, ethnicity and employment status is shown in table 2 below:

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[1] It must be noted that the 77 respondents were incentivised to participate in the questionnaire with 'Young Scot' points. Their participation, therefore, is not entirely spontaneous.

Age	Number of respondents	Ethnicity	Number of respondents	Employment status	Number of respondents
11	7	White Scottish	49	At school	50
12	8	White British	13	College	8
13	6	White Other	2	University	7
14	4	Mixed or multiple ethnic groups	4	Working full-time	3
15	7	Polish	1	Working part-time	1
16	10	Asian/Asian Scottish/Asian British	2	Volunteering	1
17	11	Other	1	Unemployed	1
18	7	Prefer not to say	5	Prefer not to say	6
19	2				
20	2				
21	0				
22	1				
23	2				
24	0				
25	4				
Prefer not to say	6				

Table 2: Age, ethnicity and employment status of respondents

2.3   Response rate per question

The detail contained within responses varied across questions and individuals, as might be expected. As is shown below, question 4 received the least amount of responses, especially amongst the 77 youth respondents. Indeed, the youth responses were lowest and least detailed overall:

Question/Respondents	Hub responses Total Number	As a percentage of hub responses	Youth responses Total Number	As a percentage of youth respondents
1	102	99	66	86
2	85	83	31	40
3	82	80	33	43
4	61	59	7	9

Table 3: Relevant responses submitted per question

A number of respondents also referred to additional material in their answers such as articles or reports which their organisation had already published on hate crime experiences. Such documentation was not analysed as part of the questionnaire but has been included in Appendix 2.

3.0 What is a Hate Crime: Question One

The 2016 Report by the Advisory Group of Hate Crime, Prejudice and Community Cohesion concluded that understandings of hate crime are poor.[2] Question one did not ask respondents to consider the current legal definition of hate crime, but instead asked what respondents considered to be a hate crime. Responses were, therefore, wider than current legal definitions. All answers were analysed equally, regardless of whether they were in keeping with legal definitions or not.

3.1 Who can be the victim of a hate crime?

Thirty-two respondents made reference to protected characteristics, either by listing the exact protected characteristics covered by the law (disability, race, religion, sexual orientation or transgender identity) or by using this exact terminology. Fifty-six respondents made partial reference to the protected characteristics: that is to say, by discussing some, but not all of the protected characteristics and without using this specific terminology. Twenty respondents focused on one particular characteristic, for the most part relating directly to their own experiences.

For 18 respondents, it was considered that largely anyone could be a victim of hate crime and 35 respondents explicitly included gender within their understanding:

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[2] Report of the Independent Advisory Group on Hate Crime, Prejudice and Community Cohesion (2016), available at: http://www.gov.scot/Resource/0050/00506074.pdf

> "I consider a hate crime to be any offence committed against someone due to gender, colour, sexual orientation, religion, anyone from another country."

> Individual respondent (anonymous)

Several respondents used the question to articulate the view that the current definition was not covering enough (e.g, should be extended to include gender or age), whilst others used the question as an opportunity to voice concern over the very idea of hate crime:

> "On a proper analysis, there is no such thing as hate crime. Crime is crime: the motive for its commission may be an aggravating factor, to be reflected in sentencing. The legislature has identified, and sought to favour, groups within society, by promulgating the idea that 'hate crimes' are committed against them- to the detriment of social cohesion. Legislation has been interpreted in a subjective fashion, so as to ascribe motives of 'hatred' to activity, based on the perception of the complainer."

> Individual respondent

Twenty-eight respondents (11 of which came from the youth submissions) either did not answer the question, explicitly said they did not know, or requested clarity moving forward:
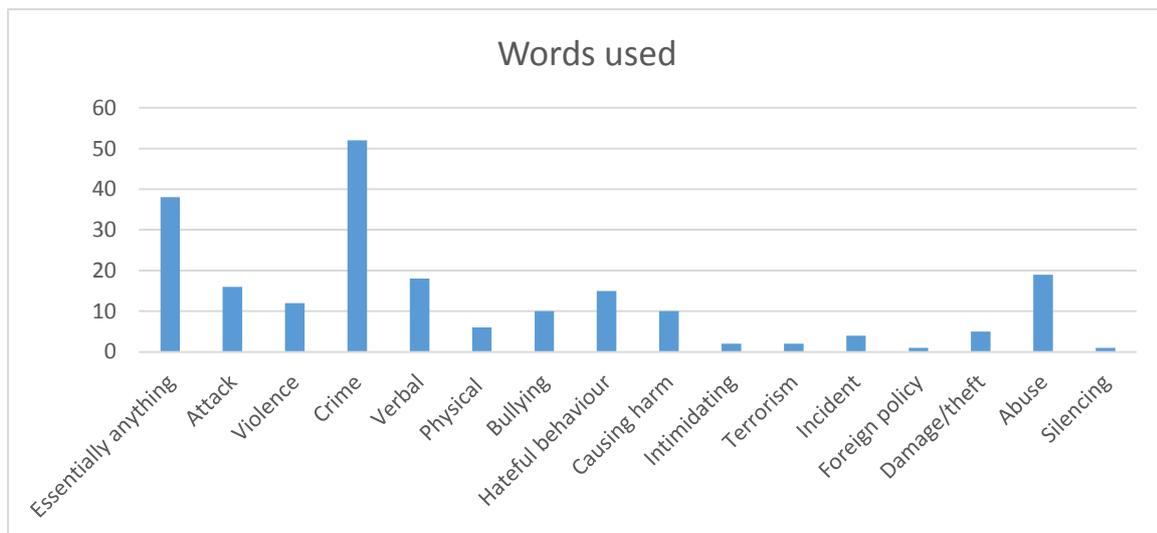
"[our organisation] welcomes a single definition to describe hate crime. As the lead organisation [with experience], we found that each partner has their own definition."

Organisational response

3.2   Included behaviours

In keeping with the broad scope of behaviours which can be considered as hate crime under the current law, respondents cited 17 different types of behaviours which could be understood as constituting hate crime when considering what a hate crime was.

Figure 1: Words used to describe hate crime

For most respondents (38), a hate crime could include essentially any type of behaviour. The second biggest descriptor used was 'abuse'. Fifty-two respondents also reiterated the word 'crime' in their description.
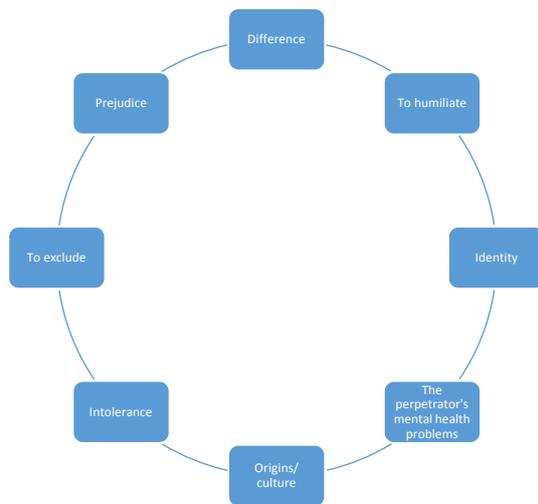
3.3 Describing how hate crime might be carried out

A number of respondents also used language pertaining to the way in which a hate crime might be carried out when answering question one. Twenty-six respondents used the word 'target' or variants thereof to describe the actions of perpetrators and 17 respondents talked about victims of hate crime being discriminated against (with a further 3 respondents talking about discrimination in an employment setting specifically). For all these respondents, the behaviour being talked about was intentional and directed and for the most part linked to a specific (protected) characteristic. Four respondents also emphasised the fact that the victim had no control over the characteristic for which they were being victimised; that is to say, their race or appearance which cannot be changed and is without choice. In this regard, these respondents were emphasising the innocence of hate crime victims and distancing them from some other crimes where both parties may contribute to the final outcome because of their behaviour or actions.

3.4   Underlying reasons

Separate from the characteristic which may be understood to motivate a hate crime, a number of respondents also discussed what they understood to be the underlying cause of the hate crime, as illustrated below:

Figure 2: Underlying motivations

4.0   Experiences of Hate Crime: Question Two

As might be expected, experiences of hate crime ranged from minor and non-criminal ("At primary school many years ago my teacher once made a statement to the class that red haired children were badly cheeky") to very shocking and within the scope of the criminal law ("when I was in my wheelchair...I was tipped out of it and left in the street"). Experiences included direct victimisation and/or observation of hate crime, as well as experiences arising from the respondents' professional capacity[3]. Ten comments were also included in question two about negative experiences with the Police (not understanding what hate crime is, marking the event as an incident rather than crime, not believing the complainer, not taking the complaint seriously). Sixty-nine respondents answered that they had no experience of hate crime, but overwhelming this came from the youth responses (54 respondents noting no experiences), where generally less detailed answers were given overall.

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[3] As part of a third party reporting centre (5), a Police officer (2), solicitor (1), working for the NHS (1), care-related worker (7) and other not specifically identified (17)

4.1 Location of hate crimes

Eight different locations were included in the descriptions provided of hate crime experiences (either personally experienced or witnessed). Since this was not asked of respondents and not all made mention of location, this cannot act as a full analysis of this type of information. However, as a sample, it does give a sense of the range and type of places where hate crime is being experienced. Furthermore, there are overlapping categories here since, for example, football matches are public places and many other people simply described a non-specific 'public place'. However, amongst the respondents who discussed the location of hate crime, most experienced it in a public place.

Place	Number of times mentioned	Public or private
Public (non-specific)	32	Public
Public transport	6	Public
Home	16	Private
Work	7	Potentially both
Football match	2	Public
Social media/ online	14	Both
Education place	8	Potentially both
Hospital/NHS property	3	Public

Figure 3: Location of hate crimes

4.2 Direct victimisation

Direct experiences of hate crime were recorded both in terms of the reported motivation and activity which it involved. Where organisations presented experiences on behalf of members etc, these were recorded as direct experiences. In terms of motivation for the crime, protected characteristics (race, religion, sexual orientation, disability and transgender identity) were included.[4] But once again, gender[5] and politics[6] were cited as motivating factors for a number of respondents describing their own experiences of hate crime ("I've been verbally abused for supporting independence"). Overall, however, race was the most commonly reported motivation for hate crime amongst those who had been direct victims. The activity involved in the hate crimes reported was very wide. Figure 4 shows the variety of conduct included and how many times this was referred to in question two:
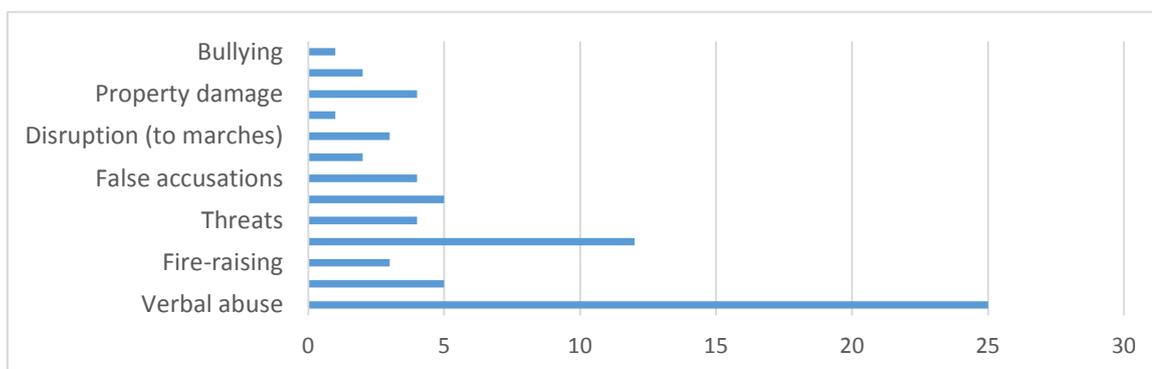

Figure 4: Experiences of hate crime by activity

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[4] Race was cited 15 times, religion seven times, sexual orientation six times, disability eight times and transgender identity three times.
[5] Five times.
[6] Three times.

Verbal abuse was, therefore, the most commonly cited activity associated with hate crime in the personal accounts provided, followed by assault (as understood by the respondent rather than as a strict interpretation of the criminal law).

4.3   Observation

Similarly, third-party accounts of hate crime were examined by means of the motivation and activity. The protected characteristics of race, religion, sexual orientation and disability were all cited[7], but not transgender identity. Also included again were gender, politics, age and other appearance (for example, how someone dressed).[8] Race was the most commonly cited motivation amongst the hate crimes witnessed.

The breadth of activity associated with these crimes was just as wide and very similar to those described by direct victims: verbal abuse, harassment/intimidation, intolerance, assault, threats, affecting business activity, distorting history, defamation, theft, property damage, fire-raising, stalking, revenge porn and false accusations. And as with direct experiences of hate crime, verbal abuse was the most commonly cited behaviour, followed by assault in the hate crimes which had been observed.

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[7] Race was cited 26 times, religion 16 times, sexual orientation eight times and disability 18 times.
[8] Politics was cited four times, gender five times, age twice and other appearance twice.

5.0 The Impact of Hate Crime: Question Three

Figure 5 shows seven of the main themes into which responses to question three could be organised.
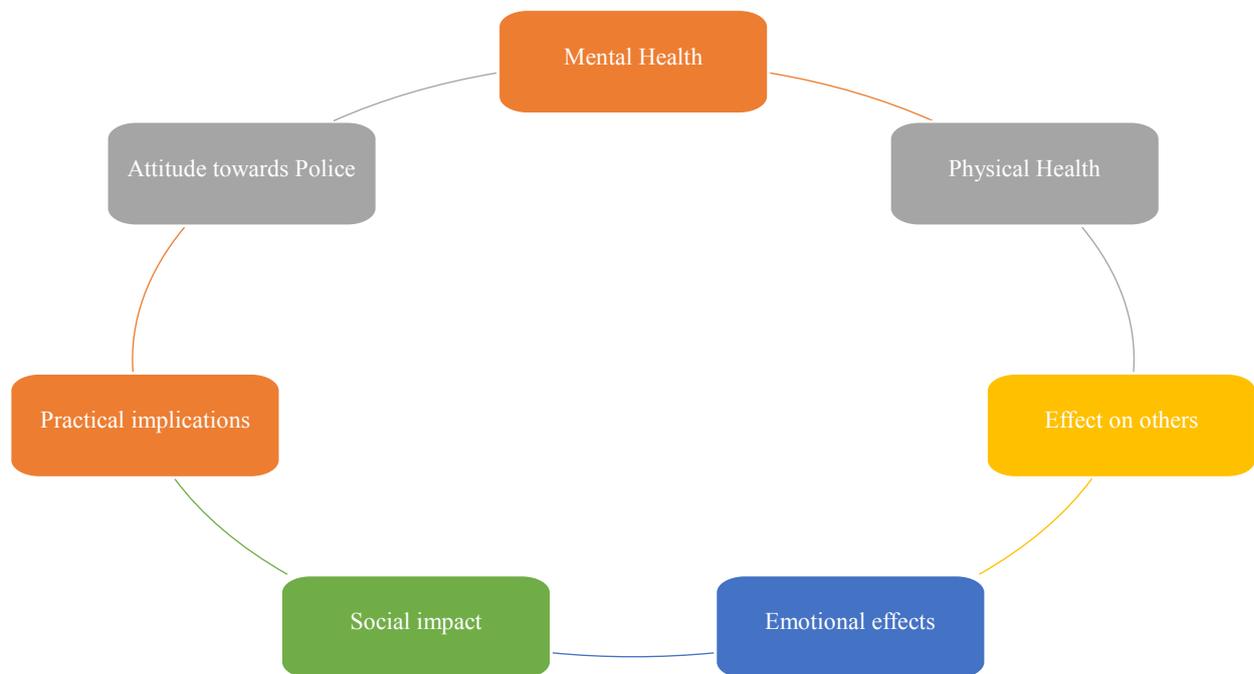

Figure 5: The Impact of hate crime

5.1 Emotional impact

The largest number of responses pertained to emotional impact, with 89 mentions of emotional effects in total. Specifically, feeling scared and fearful was the most cited (27 respondents). After this, the most commonly cited emotion was being hurt or upset (16 respondents). Other responses were: feeling powerless/helpless; feeling intimidated; being panicked; being shocked or horrified; feeling ashamed or guilty; experiencing anger or annoyance; being offended/disgusted; feeling vulnerable; frustrated; resentful; unsettled and uncomfortable. Responses were rich in emotional content; it would appear

that this is where most impact was felt. This is further emphasised by the included content on physical injury (see 5.3 below).

5.2   Mental health impact

Related to these emotional responses were mental health implications for a number of respondents. Eleven respondents noted stress, eleven noted depression and twelve anxiety. For two respondents, the impact was being suicidal. Hopelessness, post-traumatic stress disorder, self-medication, addiction, sleep issues and being hyper alert were also referred to. Eleven respondents noted the loss of confidence resulting from hate crime and four discussed the identity crisis which emerged as a result of their experiences.

5.3   Physical health implications

This was much less commonly discussed in responses, cited only seven times in total. Where cited, reference was made to: physical injury, hospitalisation, worsening disability or existing condition and the emergence of a new health condition. Therefore, as said, for victims of hate crime, the harm which was identified most commonly was psychological, rather than physical. Although traditionally the criminal law has not been especially well equipped at dealing with psychological trauma, focusing instead on the physical harms and 'attack'[9] which has occurred, the law has begun to recognise non-physical injury, especially in the context of domestic abuse[10] where similarly victims often refer to the physiological impact as having the biggest impact on them.[11]

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[9] Attack being the *actus reus* of assault in Scots Law, *HM Advocate v Harris* 1993 JC 150.
[10] See for example s.76 of the Serious Crime Act 2015 which introduced the offence of controlling or coercive behaviour in an intimate or family relationship in England and Wales.
[11] See for example the work of Stark, E. (2009) *Coercive Control: How Men Entrap Women in Personal Life* (Oxford: Oxford University Press) who recognises how it is often the non-physical aspects of domestic abuse which traumatise victims most.

5.4　Social impact

Thirty-one comments were also made regarding the social impact of hate crime, most commonly the social isolation that resulted (11 respondents). This social isolation often coincided with a number of other effects:

> "I felt unprotected and unsafe. I felt isolated, knowing the law would not protect me if I was verbally or physically attacked. Being blind leaves you more scared as you don't know what is really happening around you. You can't even identify your assailant and you are not believed when you say you recognize their voice. I can't see the perpetrator and feel lawyers would abuse that in any criminal case. This leaves me feeling abandoned and more isolated. I am still scared to go out of my house, because I don't know if my neighbour is there or what they will do. I also hate coming home for the same reason. I should feel safe in my own home, but I no longer do. Each noise causes panic. The mental impact is severe and leads to depression. I also have a heart condition and have just undergone a quadruple heart bypass. I'm sure the stress of the abuse I received was a contributing factor. Sometimes it feels like there is no point to living, when people are free to abuse you in such a way."

> Individual respondent

Other social effects included: feeling disengaged from society; being scared to share views; feeling different; losing trust; questioning society and feeling disempowered. Three respondents were also of the view that hate crime ultimately discouraged integration.[12]

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[12] Two were individual respondents and one was responding from an organisation.

5.5   Practical implications

Additionally, thirty-eight comments were made regarding the practical effect of hate crime. Moving house or even moving to a different area completely, moving job, financial consequences (including those arising from damaged property), homelessness and changing behaviour or becoming avoidant were all discussed. The day to day effect of this could be far reaching and ultimately exhausting, physically and mentally:

> "I ended up sending [my daughter] to school further away, which made it difficult for me as a single parent having to take her to school and back since she couldn't find her long twisty way back home. it was particularly more difficult and stressful because I was doing my masters degree course in other side of the town, taking me 50-60 minutes to get to my classes and back to make it on time for my morning classes, I had to take her to school too early when the school wasn't open yet, and not know-ing anybody in the town, I had to rely on a lollipop lady's kindness to look after her on the corner of the street for a while until the school is fully open and running….not being able to get to school on time from my campus to pick my daughter up; I had to send her to after school club, which I could hardly afford as a single mum with no access to public fund."

> Individual account provided by an organisation

5.6   Attitudes towards the Police and criminal justice system

Another effect of hate crime was the resulting (negative) attitude towards the Police and justice system more widely. Thirty-eight comments were made in relation to this subject matter. Unfortunately, the most common was a loss of faith in the police and feeling unsupported by them (23 respondents).

> "The Police Officer not taking my report made me feel as though there was no protection for us. The man was spoken to and told to be quiet but I didn't think that was the only appropriate response."

> Individual respondent[13]

Relatedly, nine comments were also made about feeling unsafe and unprotected by society more generally. Eight respondents also observed the reluctance to report which exists, with some elucidating on fears of being 'outed' if they did report a hate crime to the Police. Others noted their own acceptance in the face of attitudes towards authority, with one respondent going further and saying he had now learnt to defend himself.

5.7   Effect on others

It was not just direct victims of crime who were impacted. Seven respondents who reported seeing hate crime happen to others reported their concern for victims. One respondent noted that they would now be reluctant to intervene in any future hate crime witnessed. Eight noted the effects for the families of those direct victim and also mentioned was the pressure arising from children

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[13] This respondent described being at a Pride march in 2017 whereby someone yielding a megaphone asserted 'They are coming for our children'. The respondent considered this incitement to violence and reported it to a Police Officer working at the march but no note was taken of the complaint.

whose routines and places of play had been changed as a result of (a mother's) experience of hate crime. The impact felt by other family members could be severe:

> "This experience had an appalling effect on the daughter of the patient abused in the care home. She will carry profound guilt with her for the rest of her life believing she failed to safeguard her mother who she put in to the trusted care of a professional caring organisation. She was equally distraught that the perpetrators of the hate crime were able to avoid any form of sanction and were free to work again in the care sector as they resigned their posts before being dismissed. The daughter was failed by the Care Inspectorate, the police and the NHS, none of whom accepted responsibility."

Organisational response

6.0 Additional Comments: Question Four

In question four, respondents were offered the opportunity to add anything else which they felt was relevant. The answers to this were arranged under five distinct categories, as shown in the chart below.
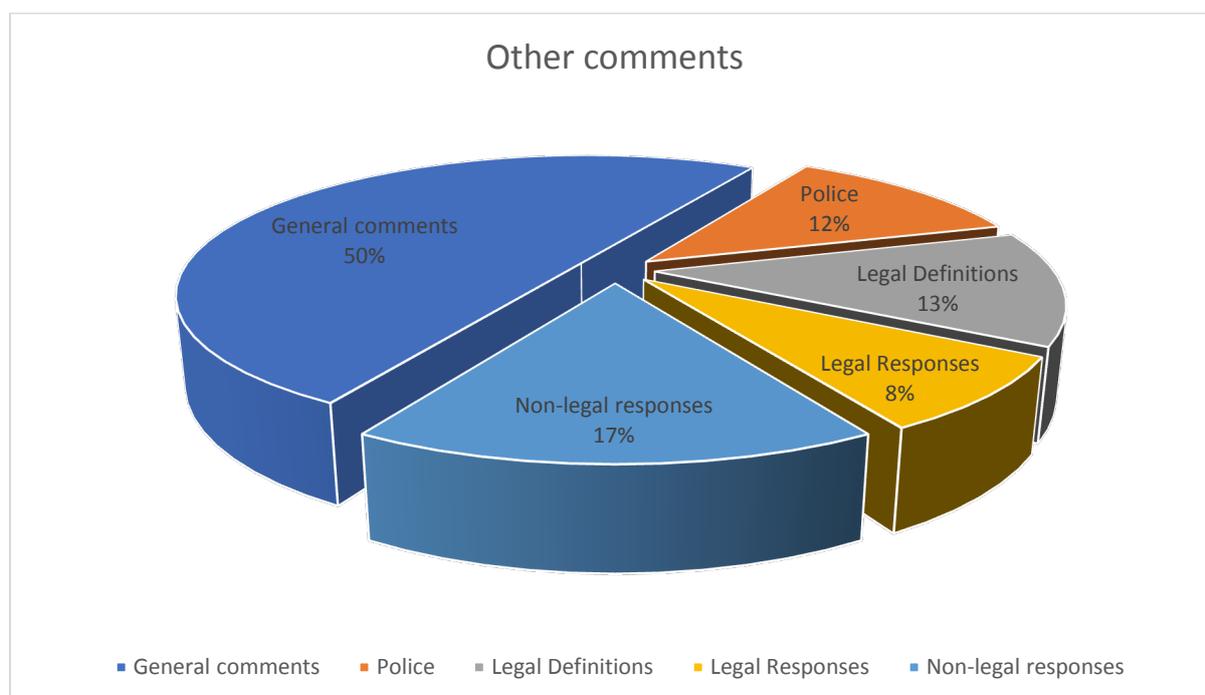

Figure 6: Additional comments

6.1 General comments

In total, 108 'general comments' were offered. These were: (i) to add nothing more[14] (ii) to make an additional offer of further help or consultation[15] (iii) to restate the negativity associated with hate crime[16] (iv) to make a positive assertion about Scotland's response to the problem and lastly[17], (v) a request to feel protected[18]. The online responses from youths were most likely to

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[14] 71 youth responses and 13 Hub submissions (three individuals and 9 organisations).
[15] Four respondents: one individual and three organisations.
[16] Five respondents (one youth, three anonymous individuals and one organisation).
[17] Nine respondents (two youth, three individual and four organisations).
[18] Six respondents (two youths, three individuals and one organisation)

include no further comment at all, with only 6 of the 77 youth respondents making additional comment.

Type of general comment	No further comment	Additional offer of help	Restate negativity	Positive assertion	Request for protec- tion
Online hub (n)	13	4	4	7	4
Youthlink (n)	71	0	1	2	2

Table 4: Breakdown of 'general comments'

6.2   Police related concerns

The comments which related to the Police could be further broken down into five categories. The first was that the Police were did not have the knowledge or ability to deal with the problem of hate crime (four respondents). More commonly cited was the second theme: that Police do not take hate crime seriously (7 respondents):

> "The police have said that they will take every incident very seriously but lots of people are not aware of that. Some members have found that the police do not treat hate crime as an emergency so they are often left waiting hours before an officer is sent out. By the time the police have

arrived the person may struggle to remember the details of the incident. There needs to be an awareness of this and the fact that people may need support to speak to the police."

Organisational response

Thereafter, comments were made about the Police requiring better knowledge of learning disabilities (4 respondents), the need for more reporting of hate crime (8 respondents) and for there to be a better distinction made between crimes and incidents (3 respondents).

6.3 Legal definitions

Twenty-eight comments were made in relation to the legal definition of hate crime. Amongst those discussing legal definitions, answers most commonly focused on the need to avoid over-criminalisation. The reasoning behind this opinion varied: freedom of speech concerns; concern that any extension of the law runs the risk of deflecting attention away from serious hate crime through including trivial incidents (which although unpleasant must be allowed in a liberal society allowing freedom of speech); and by creating different categories for minority groups since this can cause community resentment (from the majority) and ultimately prevent integration. These respondents did not discuss alternative remedies out with the justice system- their focus concerned definition only.

Related, therefore, were also comments which emphasised the importance of allowing freedom of speech. Two respondents were actively against the type of

specialism offered by the category of 'hate crime' and saw this as an inappropriate focus for the law.[19]

A theme which emerged throughout the questionnaire was that of gender. Five respondents used question four specifically to put forward the view that gender should be included as a protected characteristic. One respondent similarly said that protected characteristics should include age. Three respondents also requested more clarity from legal definitions.

Suggestions for amending the current definition included removing the word 'perceived' and adding the word distress (alongside alarm). Other specific comments were made regarding updating the definition of transgender identity, including guidance notes on what constitutes the crime (for those who do not speak English) and to address a perceived gap left by the repeal of the Offensive Behaviour at Football and Threatening Communications Act 2012[20].

6.4   Legal responses

Eighteen points were also made about legal responses (that is to say, not just about how the law itself is constructed). Amongst these points, a common theme was that justice responses needed to be stronger- "tougher laws", and three responses similarly stating that longer sentencing was needed for perpetrators of hate crime. Therefore, although a number of respondents (six) were against over-criminalisation, as discussed above, a higher number (nine) were of the alternative view that a stronger legal response was in fact appropriate.

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[19] Two individuals.
[20] In particular section 6 of the Act, relating to criminal threats made to incite religious hatred.

One person also discussed using more restorative justice measures to respond to hate crime, while another suggested introducing victim compensation. Victim and witness support was also cited in three responses, specifically in relation to learning disabilities for one and advocacy for two others. An organisation submitted their particular frustration:

> "People with learning disabilities being able to use communication tools (like Talking Mats) is not permissible in court. We have been told by the PF that this would be "leading" witnesses. We fundamental disagree with this as this is the main way of communicating for some people, and if this is disallowed, they are not having their voice heard either as witnesses or as a victim." Lastly, one respondent discussed the problem which arises when the accused is below the age of criminal responsibility.

> Organisational response

6.5 Non-legal responses

Behind general comments, 'non-legal responses' were the most commonly discussed by respondents when answering question 4: that is to say, responses which discussed an aspect of hate crime which sits out with the legal system directly, but which relates to the subject matter. 'Non legal' responses, therefore, acted as an umbrella terms for a multitude of other issues which were raised. Specifically, three respondents discussed the problems relating to social media in the context of hate crime; nine respondents discussed the need for awareness-raising about what constitutes a hate crime; three respondents associated hate crime with current social policies and political rhetoric; four

associated it with existing structural inequality; seven discussed the need for better education and four called for more tolerance; one respondent suggested introducing a broader range of languages in schools; two called for an increase in third sector organisation funding; two emphasised the need for 'safe spaces' for integration and hate crime reporting and one person felt that better recording of hate crime statistics was needed.

The problems of under-reporting were raised in question 4, but were also recognised throughout the questionnaire by several respondents. Under-reporting as a theme itself, included reference to negative experiences with the Police, awareness as to what constitutes a hate crime and awareness about where it can be reported:

> "Many organisations were unaware of what Third Party Reporting was and felt there should be a public awareness campaign to let people know what to do about hate crime and advertise Third Party reporting. Some people were not aware that some of the more low level incidents that disabled people experience were hate crime. Some people we have spoken to felt that if they did report it, it was a bit of a post card lottery as to how you would be treated. Many people said they felt the police needed more disability awareness training..."

> Organisational response

Seven organisations focused on awareness-raising in their responses to question four. This included raising awareness about the support which currently exists (in the form of third party reporting centres) and where it can be found, but also the groups representing people with learning disability especially emphasised the fact that individuals may not be aware that what they are experi-

encing constitutes a hate crime and so in this respect there must be aware-ness-raising concerning what a hate crime is and can involve so that victims themselves are able to self-identify. But all of these seven organisations recognised the important role the Police had to play, either calling on the Police for better responses or acknowledging the support they had received from Police Scotland thus far. Therefore, although recognising the importance of additional support, this was still in the context of traditional criminal justice responses.

Yet given the significance of 'non-legal responses' in question four, it is clear that a number of respondents recognised the limits of the criminal law in dealing with hate crime and the importance of wider education-focused remedies.

Appendix 1: Organisations who responded

- Aberdeen Synagogue and Jewish Community Centre
- Central Advocacy Partners
- Central Scotland Regional Equality Council
- Centre for Inclusive Living Perth and Kinross
- Clackmannanshire and Stirling Health and Social Care Trust/ Clackmannanshire and Stirling Child Protection Committee/ Clackmannanshire Violence Against Women
- Disabled Person's Housing Service (Fife)
- Dundee International Women's Centre
- Edinburgh and Lothians Regional Equality Council
- Fife Centre for Equalities
- Girvan Opportunities- South Ayrshire Council
- Glasgow Housing Association
- Glasgow Women's Library-In Her Shoes Project: Women's Experiences of Hate Crime
- Grand Orange Lodge of Scotland
- Highland Senior Citizens' Network
- I Am Me Scotland
- Lasswade Library, Midlothian Council
- LGBT Youth Scotland
- Loretto Care
- NHS Greater Glasgow and Clyde
- North Ayrshire Council- Community based services
- People First (Scotland)
- Provincial Grand Black Chapter of Scotland
- Renfrewshire Access Panel
- Retired Police Officers' Association Scotland
- Royal Black Preceptory No 288
- Royal Black Preceptory No 1180
- SACRO
- Scottish Borders Council
- Scottish Council on Deafness
- Scottish Commission for Learning Disability
- Scottish Episcopal Church
- Scottish Older People's Assembly (SOPA)
- Scottish Professional Football League Limited
- Scottish Women's Convention
- Show Racism the Red Card Scotland
- Star of the North Royal Black Preceptory 17

- Stonewall Scotland
- Support to Report Group: Adults with learning disability
- The Advocacy Project
- Tayside Regional Council
- Together (Scottish Alliance for Children's Rights)
- Unite Scotland
- Wheatley Housing Group
- Youthlink
- Zero Tolerance

Appendix 2: Material referred to by respondents

Articles/Reports

Demos (2016) *The Use of Misogynistic Terms on Twitter*, available at: https://www.demos.co.uk/wp-content/uploads/2016/05/Misogyny-online.pdf

Glover, P.B. (in press) 'Statutory Aggravation by Religious Prejudice in Scotland: Correcting the 'The Lord Advocate's Lacuna.'', *Juridical Review*, vol 2017, no. 2

Long, J. (2010) *Should violence against women in the UK be seen as hate crime?*, available at: https://www.opendemocracy.net/5050/julia-long/should-violence-against-women-in-uk-be-seen-as-hate-crime on 3 May 2017

Police Scotland (2016) *Hate Crime: Standard Operating Procedure*, available at: http://www.scotland.police.uk/assets/pdf/151934/184779/hate-crime-sop

Scottish Alliance of Regional Equality Councils (2015) *Why my? Report Why me?* Available at: http://www.csrec.org.uk/wp-content/uploads/2015/12/Why_Me_Hate_Crime_Research_Final_Report_March_2017.pdf

Stonewall Scotland (2014), *Your Services Your Say: LGBT People's Experiences of Public Services in Scotland*, available at: http://www.stonewallscotland.org.uk/sites/default/files/ysys_report__lgbt_2014.pdf

Together (2016) *State of Children's Rights in Scotland*, available at: http://togetherscotland.org.uk/pdfs/TogetherReport2016.pdf

UN Women (2015*) A Framework To Underpin Action To Prevent Violence Against Women*, available at: http://www2.unwomen.org/~/media/headquarters/attachments/sections/library/publications/2015/prevention_framework_unwomen_nov2015.pdf?v=1&d=20151124T225223

Websites

Fans Against Criminalisation website, available at:
http://fansagainstcriminalisation.com

Hollaback website, available at: https://www.ihollaback.org/

The Everyday Sexism Project website, available at:
http://everydaysexism.com/