Durham University

Office for Students

Religious and Race Hate Experience Survey

Report Findings

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Introduction

In April 2018, the Equality, Diversity and Inclusion Unit was awarded £50,000 from the Office for Students to undertake a two-year project and programme of work to tackle religious and race based hate crime at the university. The University Executive committed to match the £50,000 through in-kind and other contributions. At the time, we recognized we did not understand or have the full picture of what was being experienced by our students and staff as reporting and recording hate incidents was, similar to national trends, low. Therefore, the aims of the project are to better understand our members' experiences, remove barriers to reporting and create mechanisms for intervention and support.

The Religious and Race Hate Incident Experience Survey was launched in October 2018 introduced in an email from Antony Long, Deputy Vice-Chancellor and Provost to all students and staff. Though online, paper copies of the survey were made available to any student or staff requesting. The survey asked participants about their experiences of unwanted behaviour, the frequency, location and perpetrator of incidents, their perception of the motivation for their victimization, their reporting attitudes, and what the university could do to increase reporting.

Background

As defined by the Association of Chief Police Officers, a 'hate incident' is any incident, which may or may not constitute a criminal offense, perceived by the victim or any other person as being motivated by prejudice or hate (Association of Chief Police Officers). Contrasted to the definition of 'hate crime' which is 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 disability or perceived disability; race or perceived race; or religion or perceived religion; or sexual orientation or perceived sexual orientation or transgender identity or perceived transgender identity, 'hate incident' is a much more encompassing term (Crown Prosecution Service).

Hate incidents and their reporting at the University are governed by two policies: Respect at Study and Respect at Work. Each policy states the University's position to create an environment free of bullying and harassment where complaints will be dealt with seriously, fairly and appropriately. The policies define bullying and harassment, identifying the behavior expected of our members. In listing examples of behavior that may be considered bullying and harassment under the policies includes:

- Verbal abuse,
- Insulting behaviour or personal insults,
- Sexist jokes, racist jokes, or jokes about an individual's sexual orientation, disability, religion or belief or age,
- Behaviour which incites racial hatred, e.g. wearing racist insignia or badges,
- Offensive written or computer generated material, including the use of social media or email,
- Unreasonable, unfair or offensive behaviour relating to an individual's disabilities or mischievous interference with personal aids or equipment,
- Unwanted physical contact ranging from touching to serious assault,

- Leering and offensive gestures,
- Display or circulation of sexually suggestive or racially abusive material,
- Coercive or menacing behaviour which interferes with dignity and privacy or which undermines an individual's self-confidence,
- Asserting a position of seniority in an aggressive, abusive or offensive manner e.g. inappropriate or derogatory remark in connection with performance of duties / responsibilities,
- Intrusion by pestering, spying or stalking,
- Ridicule, isolation or exclusion from everyday social interaction or activities.

Any of these behaviours is classified as a 'hate incident' if perceived to be motivated by prejudice, hate or hostility of a person's actual or perceived protected characteristic.

When a student experiences an incident, the policy provides a list of people within the University they can turn to for advice, guidance and support. Students are instructed for less serious cases to speak with or write a letter to the offending person explaining their behavior was unacceptable. This is referred to as Informal Stage One. In Informal Stage Two, the student is directed to speak with the Head of Department or a member of staff within their College Student Support Office or the Principal/Master and request they speak on their behalf to the offending student. Should these attempts fail to resolve the matter, a student may request an informal investigation. This informal investigation may result in one of three outcomes: the complaint is not founded, the situation mutually resolved, or the complaint is founded. Where a complaint is deemed to be founded and the University determines something short of disciplinary action should occur, the University may request of the offending student that they offer a written apology and/or they undertake additional training or personal counselling to ensure reported behaviour does not occur. If informal resolution cannot be had or if it is determined informal action is not appropriate, a formal complaint may be made. Like informal Stage Two, an investigation will occur and the investigating officer can make one of two findings: the complaint is not founded or the complaint is founded. Where the respondent is a student and the investigating officer determines the misconduct is of so serious nature that the penalty of expulsion should be considered, the matter may be referred to the Chair of the Senate Discipline Committee. Otherwise, the investigating officer may impose an appropriate punishment from a list of sanctions. Where the respondent is a member of staff, further action may be taken under the appropriate Human Resource Disciplinary Procedure.

When a member of staff experiences an incident, similar to students, they are provided with a list of advice and support services, and asked to first attempt to resolve it amongst themselves. Also similar to students, if staff are unable to resolve the matter through Informal Stage One efforts, they may speak with or write to their Head of Department or line manager and ask they speak to the person. Failing that, a member of staff may request an informal investigation to be carried out by the Head or line manager. An HR representative can be consulted where a complaint is about a Head or line manager. Where a complaint is against a student, the Director of Student Support and Wellbeing should be contacted. Unlike with students, no investigation is had at this stage, only informal meetings and possibly mediation. This informal stage may result in one of three outcomes: the complaint is not founded, the situation mutually resolved, or the complaint is founded. Where the respondent is a member of staff, and the informal stages do not succeed in resolving the issue or where the member of staff wishes to move straight to a formal stage, the policy directs staff to consult the Grievance Regulation. Where the respondent is a student, the member of staff is directed to the formal stage of the Respect at Study Policy.

Historically, the University has not recorded or tracked informal or formal complaints under either the Respect at Study or Respect at Work policies for purposes of whether the behavior complained of was motivated by the complainant's race or religion, or any other protected characteristic. Further there are no systems in place to unify complaints being addressed in the informal stages. As a result, as a University community, we do not have a good understanding of what is being experienced, where, how often and by whom.

We can learn more about hate incident reporting and responses by looking at the criminal justice system. Nationally there is an upward trend in recent years with the number of hate crimes recorded by the police having more than doubled since 2012/13 (from 42,255 to 94,098 offences; an increase of 123%). This increase is thought to be largely driven by improvements in police recording, although there has been spikes in hate crime following certain events such as the EU Referendum and the terrorist attacks in 2017 (Home Office, Statistical Bulletin, 2018). According to the County Durham statistical release in March 2018, police recorded hate crimes and incidents have risen in County Durham since 2016. However, in comparison to the national figures, race and religion motivated hate incidents are relatively less in Durham (Office of the Durham Police, Crimes and Victims' Commissioner, 2018).

There is currently a large amount of diversity in how hate crimes are reported, recorded and processed (Perry, 2016). It is procedure within the UK for the police to document and investigate any crime which is viewed by the victim to be hate related (Home office 2016). However, due to the substantial increase in reporting, police responses to hate crimes have received criticism. Under half (42%) of hate crime victims have reported that the police formally followed up their experience (Chakraborti, Garland and Hardy, 2014). Additionally, cases, which are investigated, often fail to reach court, due to difficulties surrounding interpretation of what is a hate crime, restricted resources and the necessity for evidential proof (Chakraborti, 2018). Although reports are increasing and improvements appear to have been made in recording procedures followed by police, the practical capacity of services to deal with this level of reporting has been called into question.

Issues also surround a lack of response to incidents perceived as minor offences. Hate crimes seen as low in severity are less likely to result in the arrest of the perpetrator due to reduced witness cooperation and limited evidence available (Walfield, Socia and Powers, 2017). Crimes involving victim injury are far more likely to result in perpetrator conviction. In practice, this is likely due to the ability of evidence to be collected for the case. However, it is also possible some minor offences are not sufficient to be classified as legally punishable. Processing all low level crimes based upon victim views may currently be an issue due to varying understandings about what constitutes a hate crime, and the stringent need for a criminal level of evidence to allow for a conviction. The need for investigation into effective ways to deal with hate crimes is therefore necessary.

The Survey

Our survey results benefit from design rigour, sample size and the use of a clear operationalised definition of hate incidents. Survey studies based on non-random samples of volunteering victims of hate incidents are likely to show different patterns to those with representative samples of the general population or a given population within that such as, in this case, the total population of students and staff. Similarly, self-reported reasons or views on motivations of hate incidents can also give misleading findings. However, by no means is this always so. Overall, care should be taken in interpretation of each of the data sources whether survey analyses, officially documented crime rates from police or the courts.

For the current project, the definition of hate incident was aligned with the University's Respect at Study and Respect at Work policies and procedures with the definition of race and religious hate incident presented to participants as a threatening, abusive, intimidating, offensive, or insulting behaviour perceived to be motivated by race and/or religion. This report uses the term 'hate incident' rather than 'hate crime' because these are respondents' views and it is not entirely clear whether such incidents have been officially recorded as a criminal offence.

This study is a cross-sectional survey of the Durham University student and staff populations. As many Students and staff as possible were invited to take part in the online survey which remained open for access and completion from 21st October to 30th November 2018. The term-time was selected for survey launch because staff and students are, we assumed, much more likely to closely follow their emails and university notices. The study design is based on comparisons of the sample sub-groups (e.g. staff and students) with 2,254 participating. The almost 10% of the University community sample has strength to establish meaningful correlation and reasonable effect-size.

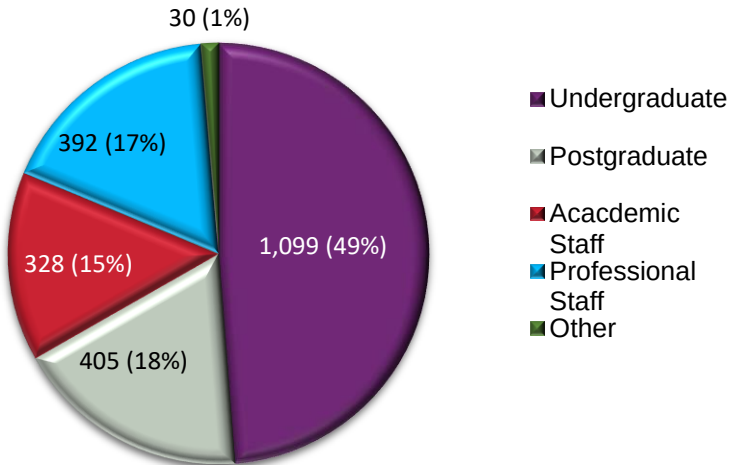


Figure 1: Percentage of respondents' university affiliation

The respondents self-reported their basic characteristics regarding affiliation with the university, gender identity, ethnicity, religion, sexual orientation and disability. Table 1 shows the percentage and raw number of sample protected characteristics.

Table 1: Percentage sample and raw number protected characteristics

	Percentage	Number
Gender identity		
Female	58	1313
Male	39	870
Transgender/ non-binary/ other	1	21
Not reported	2	50
Ethnicity		
White British	56	1257
White European or traveller	16	370
Chinese	11	259
Asian	7	167
Black African or Caribbean	2	40
Middle eastern	2	33
Other ethnic group	3	60
Not reported	3	68
Religion		
No religion	52	1179
Christianity	32	725
Islam	3	69
Other religion	3	61
Judaism	2	36
Hinduism	1	23
Sikh	1	<10
Buddhism	1	29
Not reported	5	124
Sexual orientation		
Heterosexual	77	1727
Bisexual	8	183
Asexual	2	55
Gay	2	47
Lesbian	1	21
Other	1	28
Not reported	9	193
Disability		
No	89	1994
Yes	7	166
Prefer not to say	4	94

In each category there is missing data due to no response or respondents choosing the option 'Prefer not to say'. Although the survey was anonymous, respondents had the choice to declare only the information they wanted to share. The drawback of missing data due to no response is a major limitation and is the case more widely with survey methods. In this report, the analysis will seek to take account of the missing data considering that the evidence missing information in the self-reported survey is not random and generally missing information is associated with vulnerable groups (Siddiqui et al. 2019).

The focus of this study is to understand the extent and nature of hate incidents and patterns of reporting attitudes. Therefore, the sampling design targeted a wider population, and not limiting it to those who

experienced hate incidents. Just including a non-random sample of those who self-reported experiencing hate incidents may lead to potentially misleading results because in the absence of a comparative it is not possible to judge the extent and patterns across different groups. The comparative findings have policy implications for the University respect and inclusion agenda which needs to consider a wider focus on the university studying, working and living environment where diversity is accepted as a norm and celebrated.

The online survey was designed in a way that relevant questions were asked to the two groups in the sample. Once a respondent anonymously declared that they had experienced an incident as defined in the survey, the survey track they followed asked a set of multiple choice questions regarding their experience, the motivations of the perpetrator and where, if at all, they reported it. The comparative groups were asked about their prospective response in case of such experience, their reporting choices and preferred portals to launch a complaint. Both groups were given common questions on their feedback regarding the existing university measures on reporting of the hate incidents. All respondents completed items on basic characteristics e.g. affiliation with the university, age, ethnicity and other demographic factors.

The Results

What is being experienced and by whom

604 (staff=228; students=366) (27%) responded they have experienced one or more of the following unwanted behaviours while at Durham: harassment, threats, verbal abuse, cyber bullying, unwanted physical contact, indirect discrimination, physical assault, damage to property or sexual violence. Staff reported experiencing verbal abuse (52%) and harassment (51%) as the top two experienced unwanted behaviours, whilst students reported verbal abuse (53%) and indirect discrimination (35%) as their top two, with harassment (34%) as a close third. As these behaviours are specifically addressed in university policy, the university should undertake a review of those policies making behavioural expectations better known.

When a cross-tabulation analysis was conducted, the two characteristics with the highest percentage of experiencing unwanted behavior were those identifying has having a disability (45%) and those identifying as transgender, non-binary or ‘other’ gender (38%). Those participants identifying as Black, Asian and Minority Ethnic (BAME) and ‘in religion’ reported unwanted behavior at similar levels, 30% and 29% respectively.

Figure 2: Types of incidents experienced by staff and students

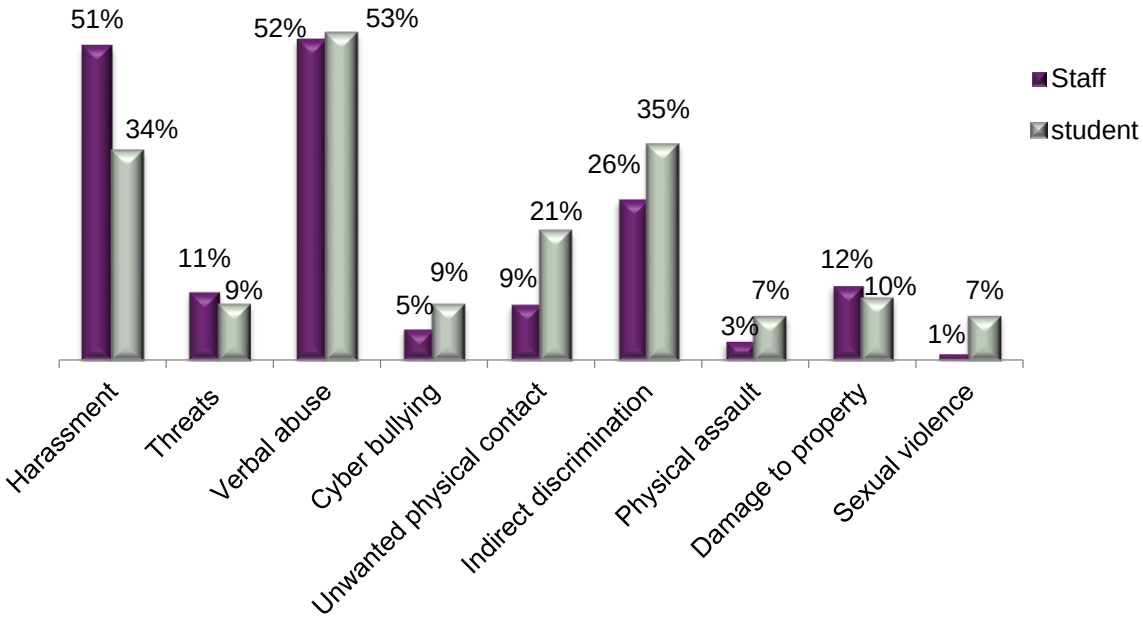
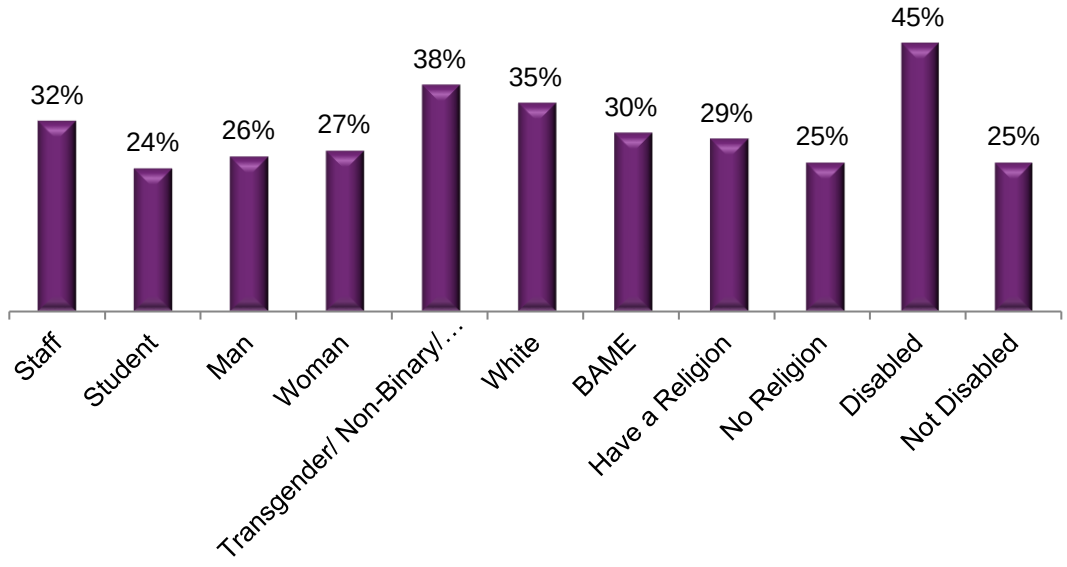


Figure 3: Percentage of respondents who experienced unwanted behaviour



Where and how often are our students and staff experiencing unwanted behavior?

Those participants reporting experiencing unwanted behavior were asked a series of questions to better understand where incidents are occurring, with what type of frequency, whether the alleged perpetrator was a member of the University or wider community, and their reporting attitudes.

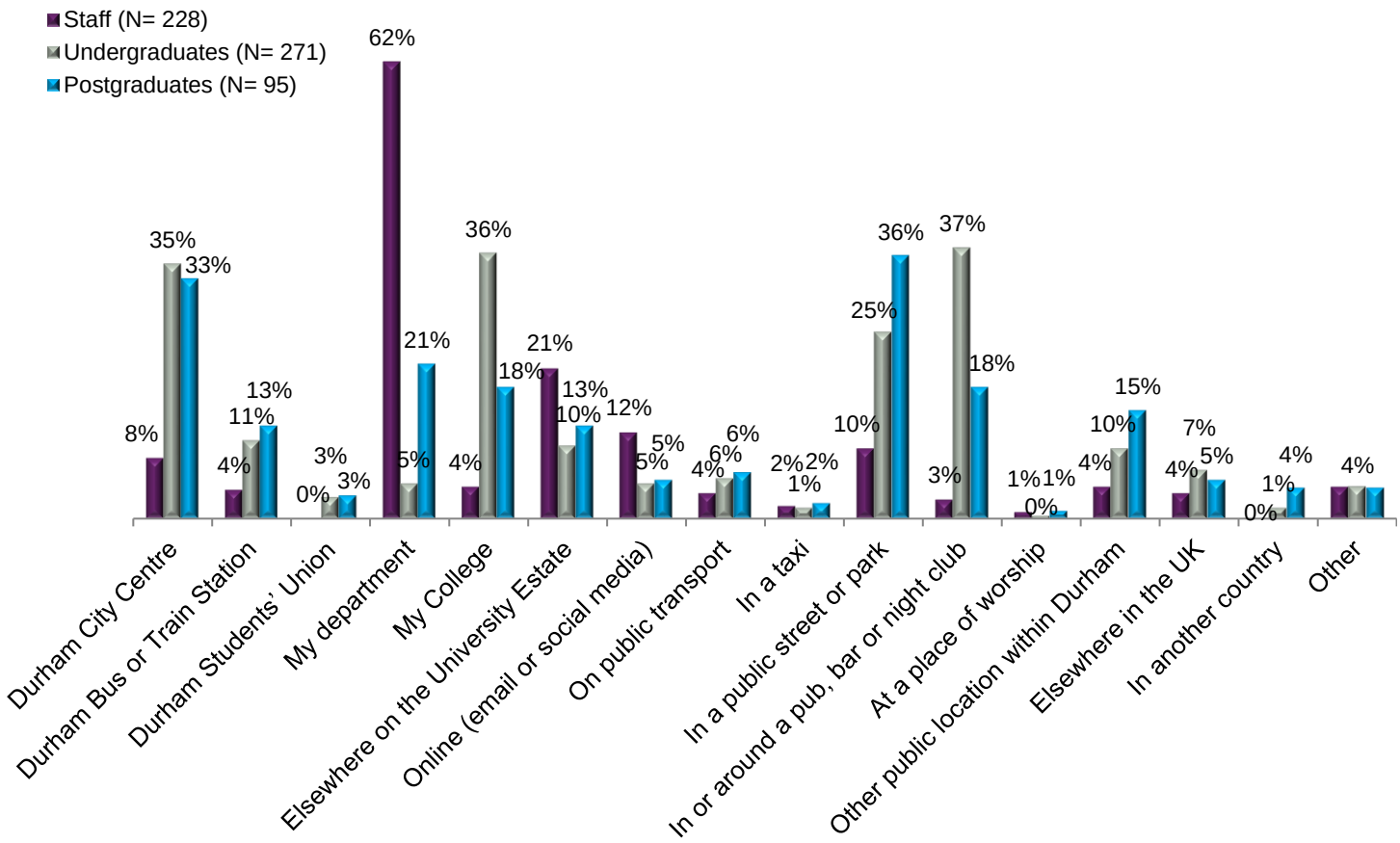
The responses to the question about where the incidents were occurring included specific locations within the University estate and within the city of Durham. It is important to understand location so that appropriate interventions are targeted in the areas needing attention and so that the appropriate parties (e.g. University, City Council, Police or College) are involved. These results were broken down by staff, undergraduate and postgraduates recognizing the differences between these members of our community and the different patterns of movement within the University estate and city.

Undergraduates report experiencing unwanted behaviours in or around pubs, bars or night clubs (37%), in their college (36%) and in Durham City Centre (35%). Though incidents are said to have occurred within a public place they may still be student areas as bars and nightclubs within Durham City are frequently demarcated on the basis of being aimed at particular markets such as students. Thus, incidents may well occur for students in what may be viewed as 'student bars'. Additionally, 'bars' within the survey response could be interpreted as college bars.

Postgraduates also reported experiencing incidents outside of the University estate with 36% identifying in a public street or park and 33% identifying Durham City Centre. 'My department' and 'my college' were similar receiving 21% and 18% responses respectively. Interventions in colleges to raise awareness around appropriate behaviours and active bystander training to arm students with the tools to safely intervene when experiencing or witnessing unwanted behaviour could have positive impact for both our undergraduate and postgraduate students. Similarly, work with the local council and police should be undertaken with an aim to develop appropriate interventions to ensure safety within the city.

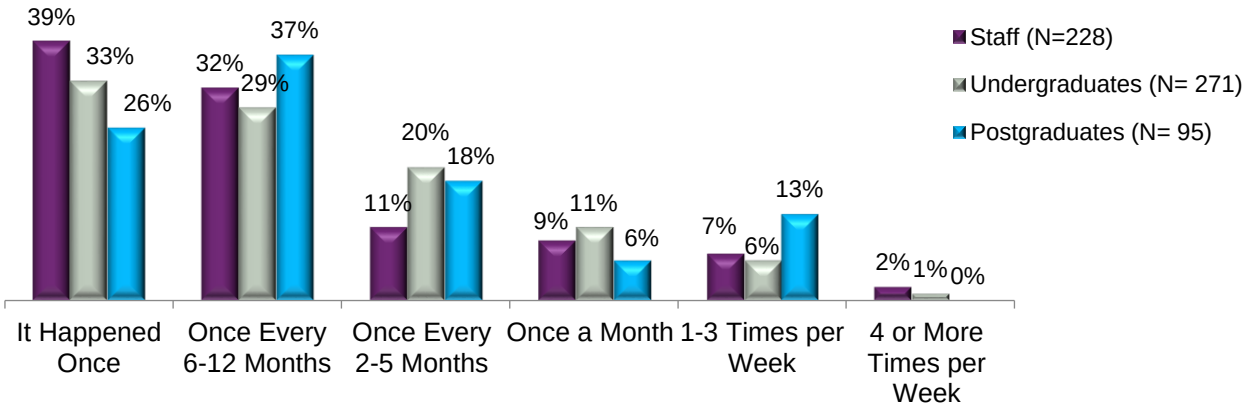
Overwhelmingly, staff report experiencing unwanted behaviours within their departments (62%), followed by 'elsewhere on the University estate' (21%). This, combined with the high rates of reporting for verbal abuse and harassment by staff indicate that current interventions and work directed at negative workplace behaviours focused at the departmental level may need to be reviewed and modified to gain positive impact. The third most reported location identified by staff was online (email or social media), with 12% reporting. Members of our staff, who are likely to be members of the wider community, reported experiencing incidents within the city centre or in a public street or park significantly less than our students (8% compared to 35% for undergraduates and 33% for postgraduates for the city centre and 10%, 25% and 36% respectively for in a public street or park). Further work may need to be undertaken to better understand why this may be.

Figure 4: Percentage identifying experiencing an incident at a particular location



While even one incident is one too many, the frequency in which incidents are experienced is relatively low with most respondents indicating it happened once or once every 6-12 months. Those experiencing incidents on a weekly or an almost daily basis should not be dismissed, however, with support interventions needing to be developed and made known.

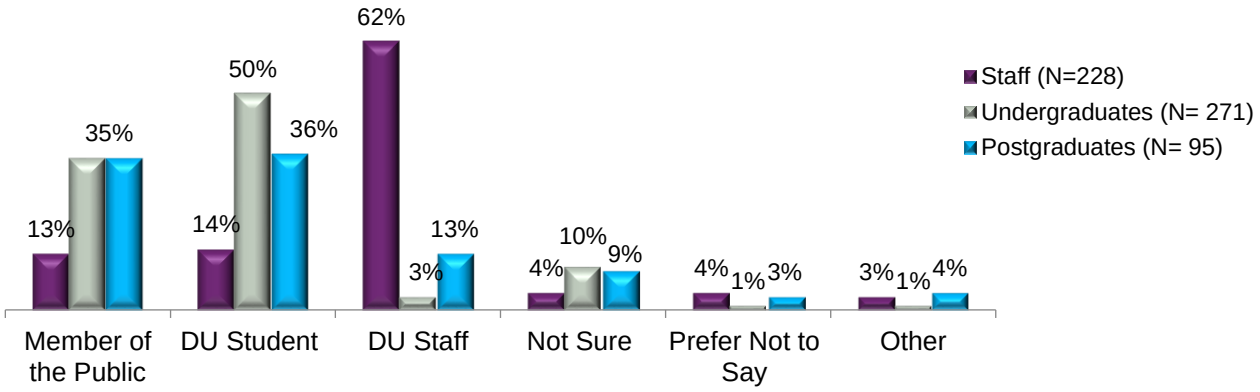
Figure 5: Percentage frequency of incidents



Who is victimizing?

The respondents were certain they knew their perpetrator and identified them for the most part as associated with the University. Staff identify other staff in 62% of cases and students in 14% of cases. Both undergraduates (50%) and postgraduates (36%) identify other students as their main perpetrators with members of the public identified by 35% of respondents for both groups. As mentioned above, current interventions directed at student and staff behaviours should be reviewed and modified. Review of the Respect at Study and Work policies can result in clearer expectations and routes to addressing bad behavior. Awareness campaigns that reiterate acceptable behaviours for staff and students should be implemented. Finally, work with the Police and local council should continue, to generate positive relationships with the community and to ensure continued local focus on hate incidents/crime.

Figure 6: Percentage identity of perpetrator



Who is reporting and where are they reporting?

The low frequency in which our students and staff are experiencing unwanted behaviours may explain why reporting is generally very low with the gap between experience and reporting very wide. The most noticeable gaps between the experience of an incident and reporting are in the categories of harassment, verbal abuse and indirect discrimination. Incidents such as physical assault, damage to property and sexual violence are reported at higher rates than the more commonly experienced verbal abuse, harassment and indirect discrimination. Thus, reporting seems to be associated with the type of incident, the perceived severity of the experience and ease in evidencing the incident with the more severe or likely to have physical evidence being reported at higher rates. Staff (38%) are more likely to report than students (11%), as are white (22%) victims compared to their BAME (13%) counterparts. These low rates show, however, that there is still much work to be done at Durham in addressing barriers to reporting so that individuals feel empowered to come forward and report their experiences.

Figure 7: Percentage experience type and reporting of incident

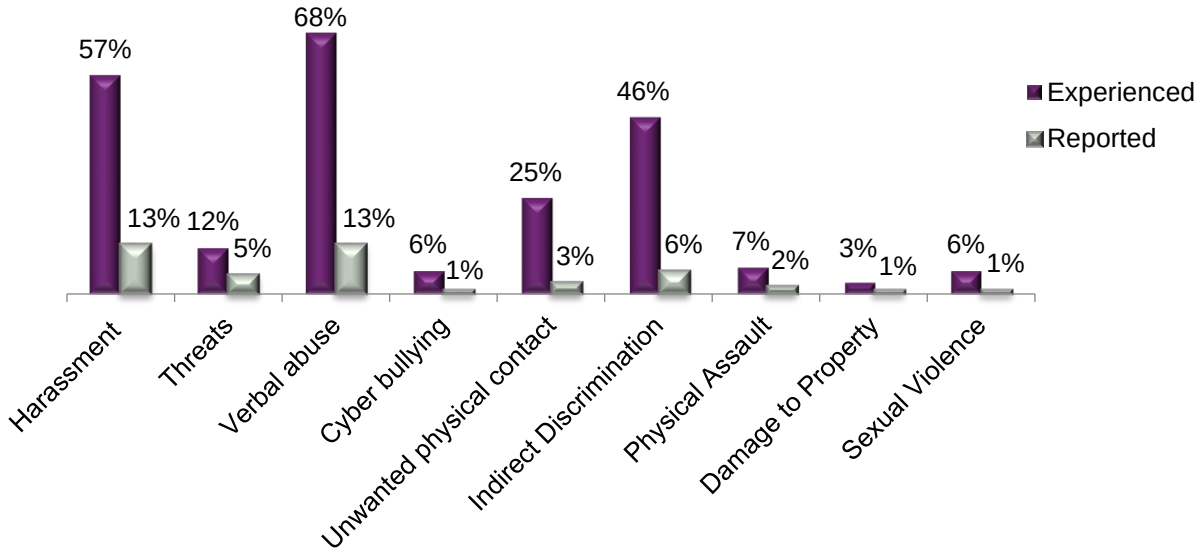


Figure 8: Percentage who reported the experience

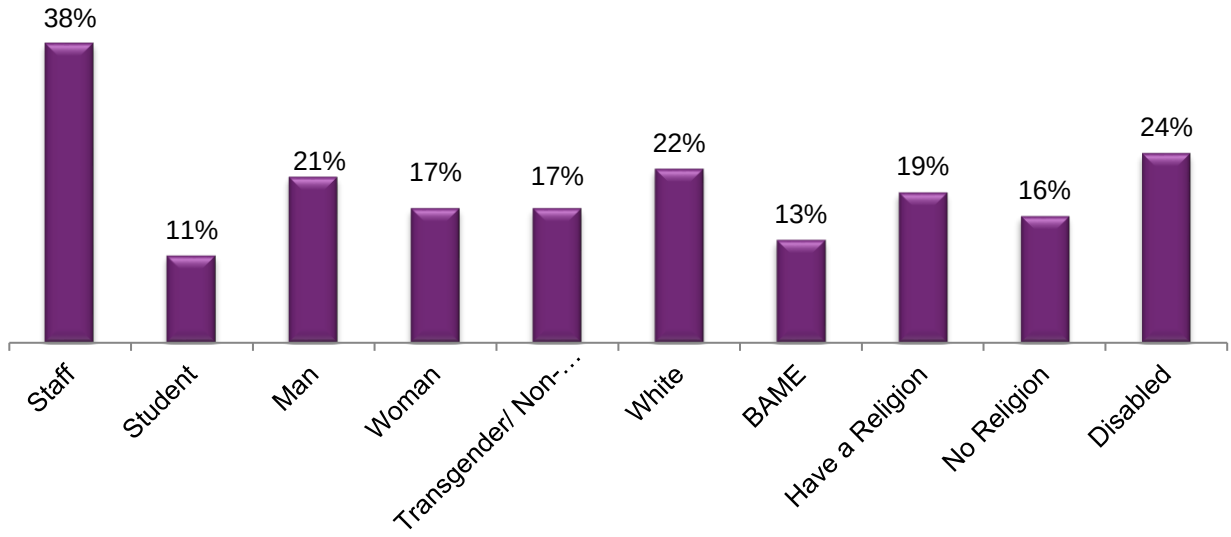
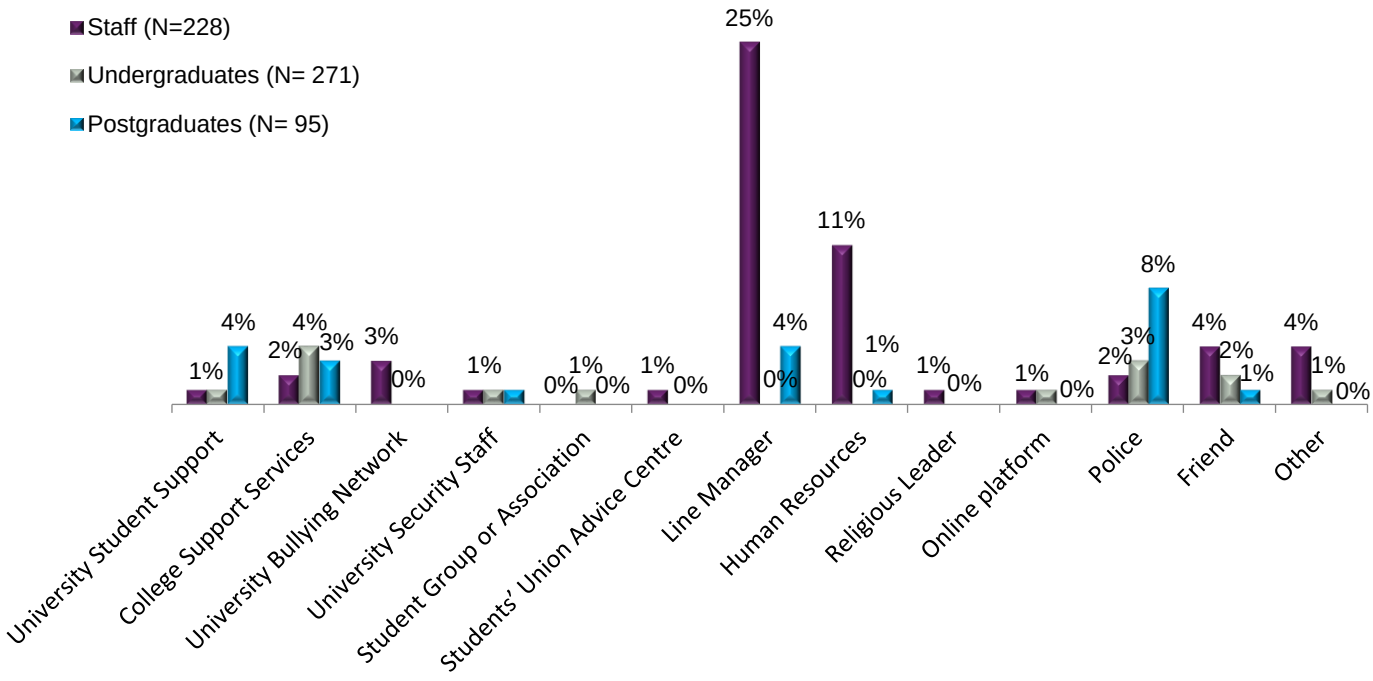


Figure 9 provides how 'high' reporting is as well as where our staff and students are reporting. Not surprisingly, staff who experienced an incident report at a higher rate to traditional workplace pathways such as line manager (25%) and human resources (11%) than other pathways. Friends (4%) and Other (4%) were cited as the third most identified group to report to. That line managers are the most popular reporting pathway indicates a need to ensure that all line managers have the necessary skills and resources available to appropriately respond to such grievances. The Respect at Study Policy lays responsibility with line managers "to ensure that harassment, discrimination and bullying is not permitted within their sphere of management, and that incidents arising are dealt with firmly and fairly." (Respect at Study, 3.2)

As discussed above, students are not reporting incidents. Those undergraduates who have experienced an incident, 4% have reported to College Support Services, followed by 3% reporting to the Police. Peer support such as Student Group or Associations (2%) and friends (1%) are lower than one would expect signifying that those undergraduates who are experiencing unwanted behaviour are keeping the experiences to themselves.

Postgraduates indicate reporting to the Police (8%) at a higher percentage than the other groups. This is followed by line manager (4%) and University student support (4%) signifying that our postgraduate students straddling between a student and employee relationship with the University may not understand where to report. An online reporting tool available to students and staff supported by a robust communications plan will be particularly important for our postgraduate students.

Figure 9: Percentage of where reports are being made



Why Aren't They Reporting to the University or College?

Respondents were asked specifically why they did not report to the University or College and to the Police to provide insight into the barriers to reporting to each organisation. While similarities exist between the cited reasons for not reporting to either organisation, interesting patterns emerge when the results are analysed for the different groups.

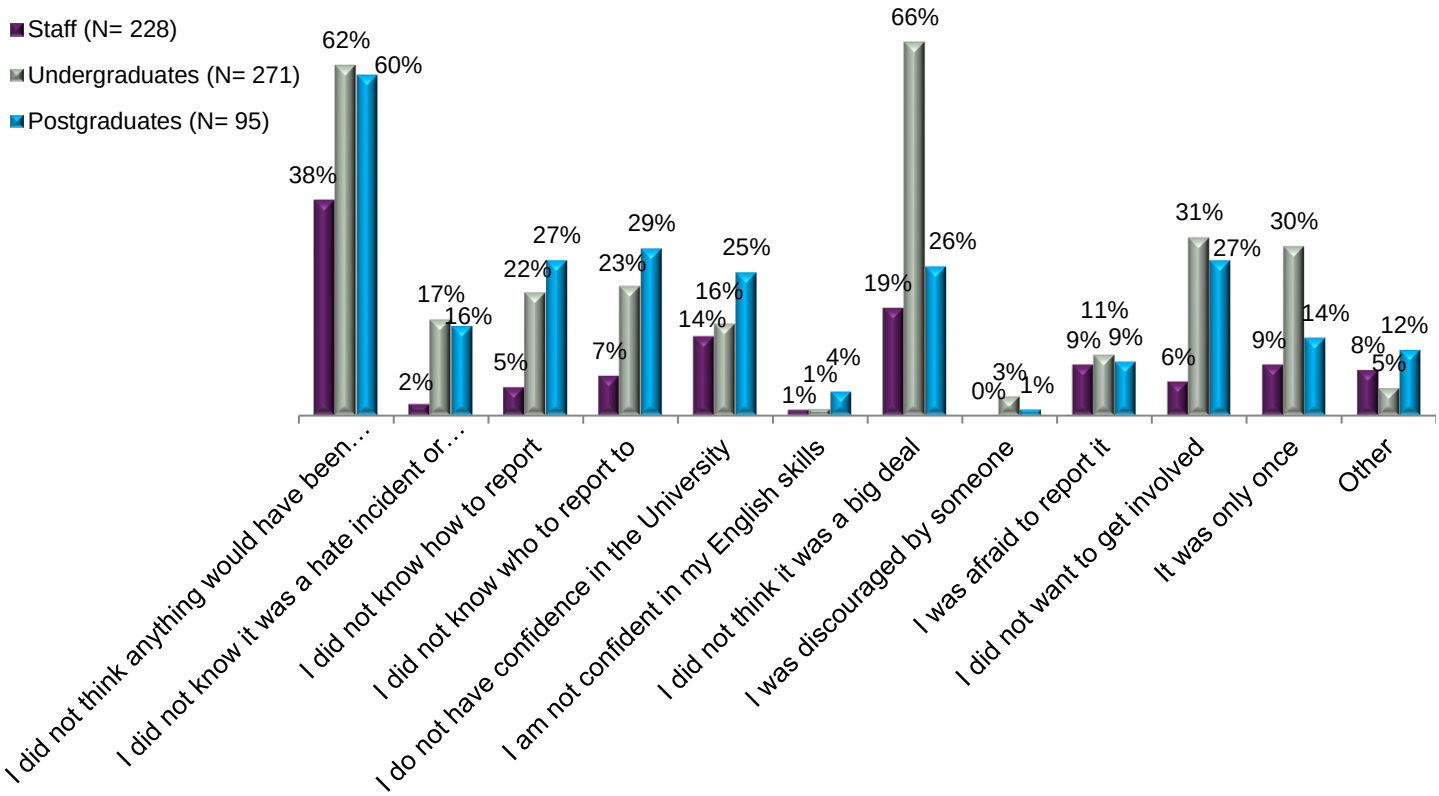
All three groups identify thinking nothing would have been done if they reported to the University or their College as one of the top two reasons they did not report with 62% of undergraduates, 60% of postgraduates and 38% of staff citing this reason. Interestingly, 16% of undergraduates, 25% of postgraduates and 14% of staff indicated they did not report due to a lack of confidence in the University indicating that confidence in the institution is not necessarily related to a feeling that action will not be

taken. Of concern are those undergraduates (11%), postgraduates (9%) and staff (9%) who indicated they did not report to the University or their College because they were afraid to. Expectations that a report will not be acted upon or that reporting could have negative consequences can prevent victims to reach out for required support. Increasing the transparency of the complaint/disciplinary process and the outcomes of reported incidents should manage expectations and increase the perception that action is taken on reports.

66% of our undergraduates indicated they did not report due to feeling that the incident was not a big deal potentially showing a normalisation of bad behaviour. Reporting of all incidents (whether perceived big or small) aids intervention efforts by highlighting problems early or before they become bigger or more wide spread. Clarification to students, especially our undergraduates, that the University wants to hear about all incidents is necessary and can be achieved through the introduction of anonymous reporting.

Our staff know how (5%) and who (7%) to report to. The same cannot be said of our students with 29% of postgraduates and 23% of our undergraduates not knowing who to report to and 27% of postgraduates and 22% undergraduates stating they did not know how to report. The introduction of an online reporting and support tool will provide a clear mechanism to report as well as detailed information on the reporting process and support resources. Students selected at a high rate that they did not report to the University or their College because they did not want to get involved (31% undergraduates and 27% postgraduates). One hypothesis is that students do not want to mar their limited time at Durham with what may be perceived as a lengthy and time-consuming process.

Figure 11: Percentage indicating why they did not report to the University or College



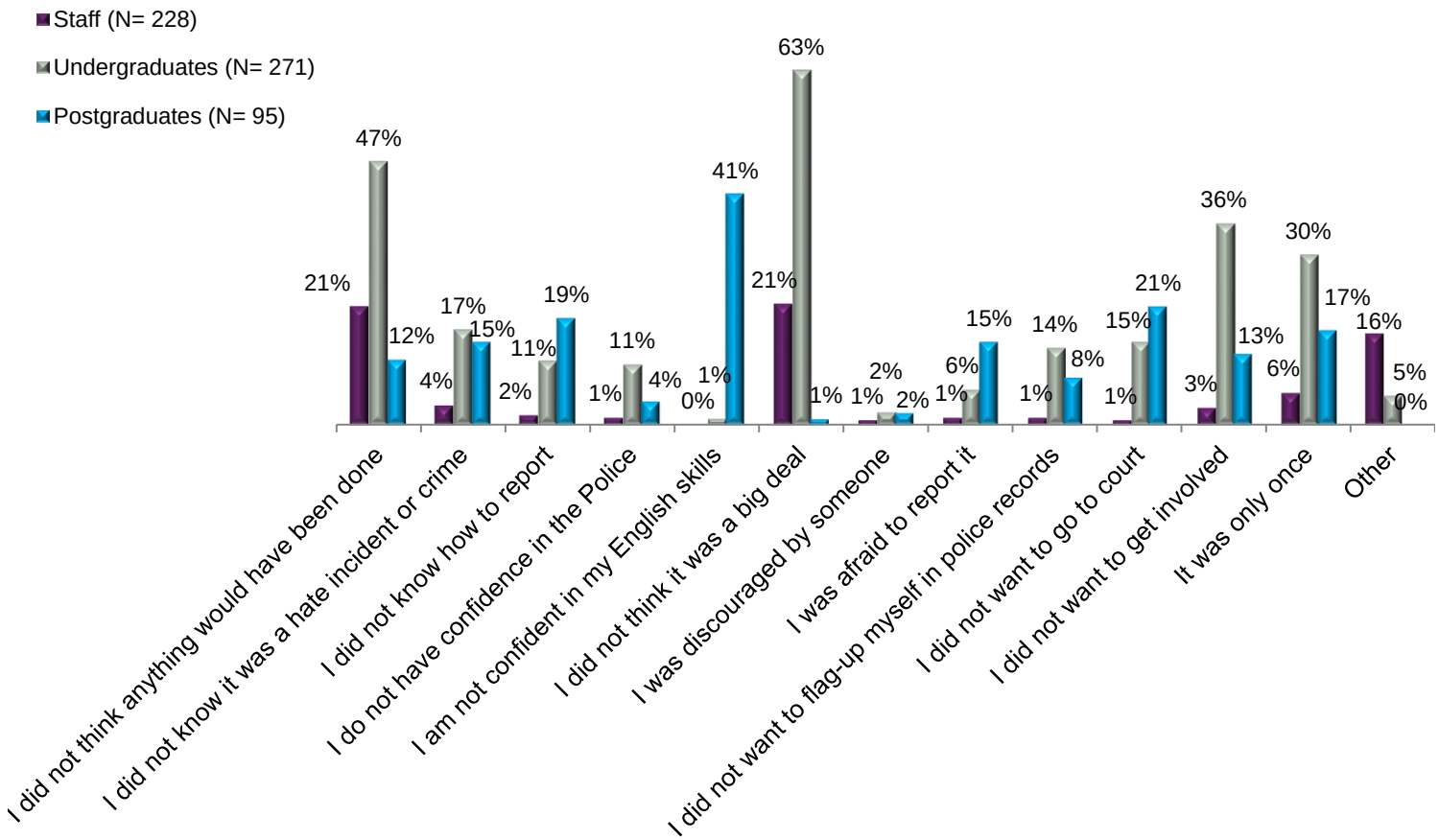
Why Aren't They Reporting to the Police?

Similar to the reasons for not reporting to the University or College, undergraduates identify not thinking the incident was a big deal (63%), their feeling that nothing would have been done (47%) and their not wanting to get involved (36%) as the top three reasons for not reporting to the police. Work could be done to emphasize with our students that the Police would like to hear about all incidents, with explanations of the criminal justice process and what to expect.

Postgraduates identify their lack of confidence in their own English language skills (41%) as the top reason for not reporting to the police, followed by not wanting to go to court (21%) which may be based on their lack of confidence in their language skills or as hypothesized above, the length of time in which they are living and studying in Durham. Our postgraduates indicated that they did not know how to report (19%) to the Police at a higher rate than our undergraduates (11%) and staff (2%). Fifteen percent of our postgraduates selected they did not report because they were afraid to.

Similar to our undergraduates but at lower rates, our staff identify thinking nothing would be done and not thinking it was a big deal (both 21%) as the top two reasons for not reporting to the police. 'Other' was the third most frequently cited reason which requires further inquiry.

Figure 12: Percentage indicating why they did not report to the Police

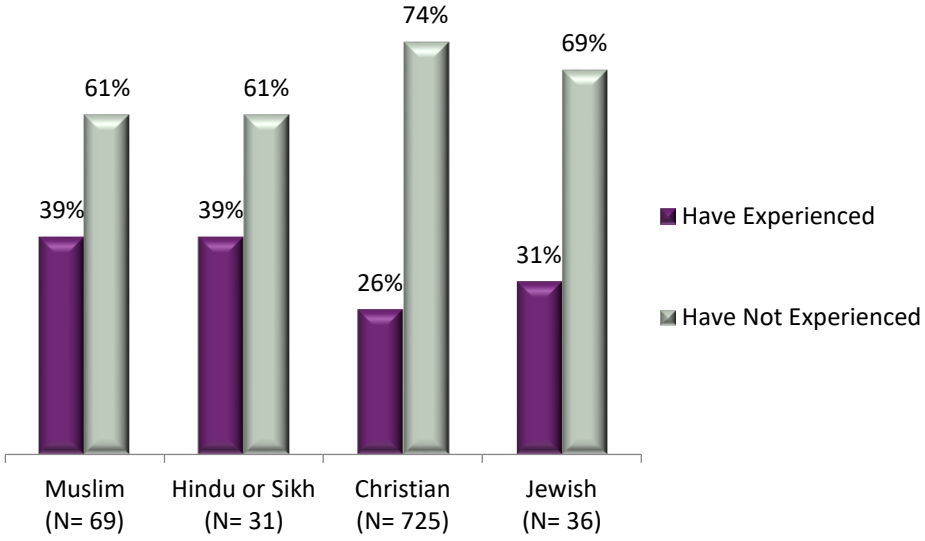


Is Race or Religion a Factor in Victimisation?

From the group who identified experiencing one or more unwanted behaviours, 25% stated they believe they were targeted for their religion, 6% indicated they believe they were targeted for their race, 6% responded they were targeted for both race and religion, and 63% indicated that their experience was neither motivated by their race nor religion.

In general, there is a noticeably higher percentage of respondents in all four religious groups (Muslim, Hindu/Sikh, Christian and Jewish) who have indicated that they have not experienced a religious based hate incident. However, looking at the breakdown in Figure 13, the religious groups that had the highest percentage of respondents who have indicated they have experienced a religious based hate incident were Muslim (39%) and Hindu/Sikh (39%).

Figure 13: Percentage of hate incidents experienced by religion



Similarly, when broken down by ethnic groups, as seen in Figure 14, there was a higher percentage of respondents in all ethnic groups (South Asian, East Asian, Any other Asian, Black, Middle Eastern and Any other Ethnicity) who have indicated that they have not experienced a race based hate incident. When comparing these ethnic groups, the group with the highest percentage of respondents who have experienced a race based hate incident was Any other Asian (47%), followed by Black (43%).

With regard to who have experienced and reported hate incidents, Figure 15 shows that the difference in experiencing hate incidents between BAME and Not BAME groups (White majority) is not large (5%). However, the gap in reporting is noticeably wide (10%) between the two groups.

Figure 14: Percentage of hate incidents experienced by ethnicity

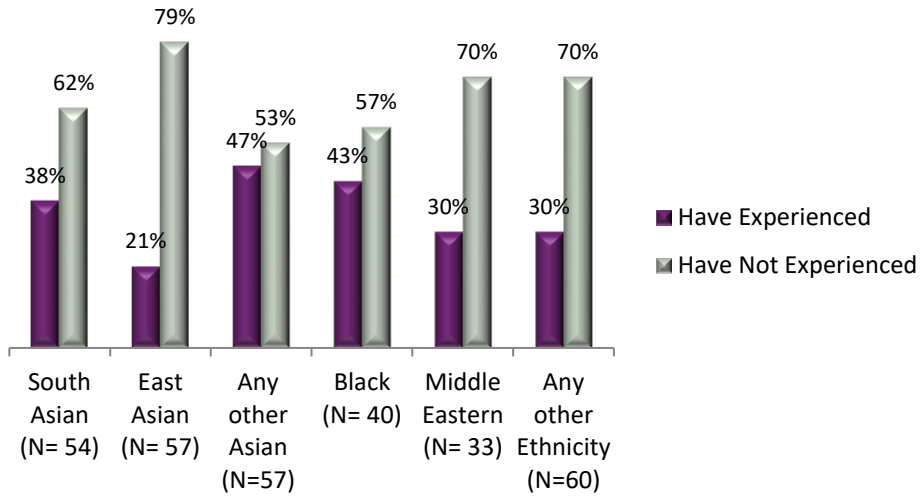
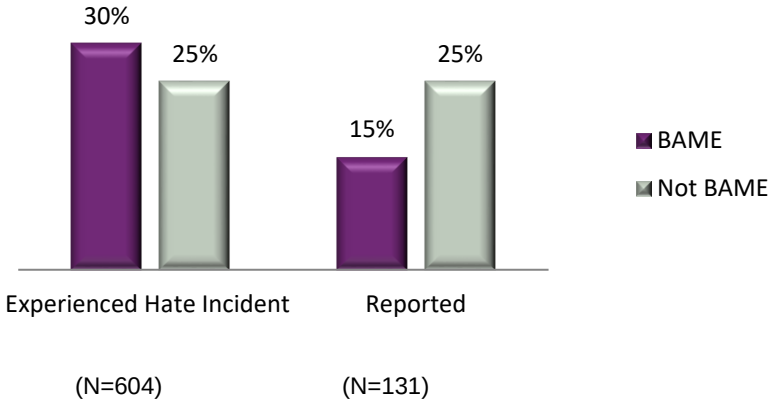


Figure 15: Percentage of incidents experienced and reported: BAME v. Not-BAME



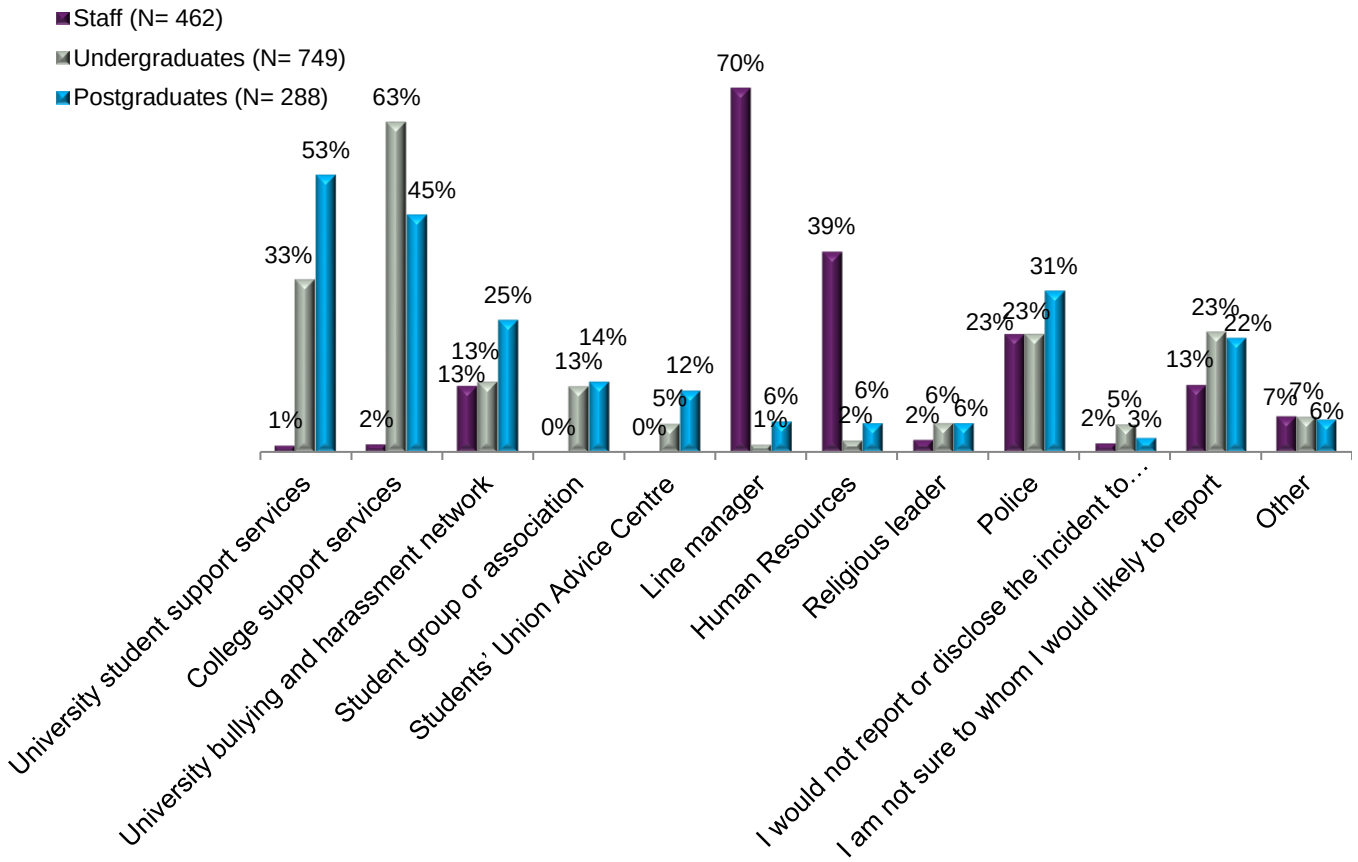
When looking at the reporting pathways selected by individuals who have experienced religious or race based incidents (broken down by staff, undergraduates and postgraduates), Table 2 shows that majority of the staff respondents reported hate incidents to their line manager (71%); whilst some reported to Human Resources (31%). Meanwhile, the rest of the reporting pathways seem to be underutilised by the staff respondents. A high proportion of undergraduates, on the other hand, reported to college support services (44%); whilst majority of postgraduates opted to report to the Police (53%).

The preference for certain reporting pathways was relatively similar for respondents who have not experienced hate incidents. For instance, the breakdown in Figure 10 shows that a staggering amount of the staff respondents were also likely to report a religious or race based incident to their line manager (70%); whilst most undergraduates will most likely report to their College Support Services (63%). Interestingly though, most of the postgraduates who have not experienced hate incidents will most likely report to University Support Services (53%) instead of the Police.

Table 2: Reporting pathways of those who have experienced incidents motivated by race or religion

Reporting Pathway	Staff (N= 85)	Undergraduates (N= 25)	Postgraduates (N= 15)
University student support services	4% (3)	8% (2)	27% (4)
College support services	6% (5)	44% (11)	20% (3)
University bullying and harassment network	7% (6)	0	0
University security staff	1% (1)	8% (2)	7% (1)
Student group or association	0	8% (2)	7% (1)
Students' Union Advice Centre	1% (1)	0	0
Line manager	71% (60)	0	27% (4)
Human resources	31% (26)	0	7% (1)
Religious leader	1% (1)	0	0
Online platform	1% (1)	12% (3)	0
Police	6% (5)	32% (8)	53% (8)
Friend	9% (8)	20% (5)	7% (1)
I did not report the incident	1% (1)	0	0
Other	11% (9)	12% (3)	20% (3)

Figure 10: Where are you likely to report an incident of race or religious motivated hate



Contrast all this with where those who have not experienced an incident identified where they would report an incident motivated by their race or religion and you see a large disparity. Where 70% of staff indicate they would report to their line managers, only 25% who experienced an incident did. Similarly, where 63% of undergraduates and 45% of postgraduates stated they would report to their College support offices only 4% of undergraduates and 3% of postgraduates did. It is a common social psychological phenomenon for there to be a mismatch between what individuals say we would do and what we actually do. Another hypothesis could be associated with perpetrator targeting which may go some way to account for a degree of the difference in anticipated and actual reporting rates. Therefore, there are barriers which contribute to the prevention of reporting once an individual has experienced an incident. A number of respondents who were not affected by an incident stated they would not report or were unsure who they would report to.

Logistic regression models: Likelihood of experiencing a hate incident and of reporting

Logistic regression models are presented with two separate outcomes. The first outcome is the likelihood of experiencing a hate incident and the second outcome is the likelihood of reporting the incident. The predictors in the models are respondents' background characteristics and affiliation status with Durham University. The data quality has limitations of imbalance in two groups of those who experienced (27%) and those who did not experience (73%) hate indecent. The sample includes only volunteers who self-reported their experience of receiving hate incidents. Considering these major limitations, the results of regression models should be interpreted with great caution.

Likelihood of experiencing a hate incident

A binary logistic regression model is created with an outcome of experiencing a hate incident after controlling for factors such as respondents' background characteristics. All cases (2,254) are included and all known variables are added, explaining the likelihood of experiencing a hate incident once all the other known characteristics are controlled for in the model. At first step, respondents' personal characteristics such as sex, ethnicity, religion, sexual orientation, and disability were added in the model. The base model of 73 means knowing respondents' background characteristics, the model is 73% correct in predicting those experiencing a hate incident. After controlling for the background characteristics, we added information on student or staff status of the respondents, years of association with Durham University. Adding predictor variables regarding affiliation with Durham University increased the accuracy of the model to 0.4%. This difference is not big (even to round the figure); therefore it does not explain variation in the model or even add something new to our knowledge than we already know from simple descriptive analysis discussed in the earlier sections. Nevertheless, the coefficients in Table 3 can be seen as a tentative 'effect' size for each known characteristic. The coefficients are in odds, meaning that, all other things taken into account so far, a respondent in the category of Black is 2.75 times as likely to be indicated as experiencing a hate incident. Odds of 1 would mean likely to experience the outcome. The negative odds would be <=0 and would be interpreted in percentage. For example, respondents who have not mentioned sexuality are 79% more likely to have indicated experiencing a hate incident as compared with those who indicated to be LGBT.

Table 3: Regression coefficients - Experiencing hate incidents

	Coefficient values
Gender (Reference Women)	
Men	0.94
Other	0.90
Ethnicity (Reference White)	
Ethnicity not mentioned	1.07
Asian	2.32
Chinese	1.01
Black	2.75
Any other Asian	3.34
Middle Eastern	1.43
Any other ethnic group	1.50
Sexuality (Reference: LGBT)	
Heterosexual	1.13
Sexuality not mentioned	0.79
Religion (Reference: Have religion)	
No religious belief	1.05
Religious belief not mentioned	1.67
Disability (Reference: Have a disability)	
Not disabled	1.68
Disability not mentioned	0.70
Affiliation Durham (University Staff)	
Student	1.55

The odds coefficient mentioned above show that men and other gender category are less likely to experience hate incidents than women. The coefficients for ethnic groups indicate that with reference to major white ethnic group, all other minority ethnic groups are more likely to have reported experiencing a hate incident. Respondents having religion does not indicate if they will experience any hate incident as compared to those who have no religion. Those who have not mentioned sexuality are more likely to have experienced a hate incident as compared to LGBT groups. This can be contested but potentially an important finding. We need to be explicit if LGBT status was not indicative of higher exposure to hate incidents in our survey. The widely held view in much of the literature is that this is a marker of more hate incidents. Those who have not mentioned disability (96%) are also more likely to experience a hate incident than those who have mentioned a disability. Respondents who have not mentioned information in any of the characteristics are vulnerable groups and are more likely to experience a hate incident.

Likelihood of reporting a hate incident

In the second model, the primary outcome is reporting of a hate incident. All cases (2254) are included in this model. The base of the model is 55 which means the chances are near 55% of prediction without adding any information in the model. Background characteristics and variables regarding staff and student status increases percentage correctness to 59.2. As in the previous model, the predictors are not explaining much of the variation in the model. However, the coefficients shown in Table 4 show some interesting patterns.

Table 4: Regression coefficients - Reporting hate incidents

	Coefficient values
Gender (Reference Women)	
Men	1.21
Other	1.04
Ethnicity (Reference White)	
Ethnicity not mentioned	0.63
Asian	0.65
Chinese	0.35
Black	0.93
Any other Asian	2.40
Middle Eastern	0.98
Any other ethnic group	0.78
Sexuality (Reference: LGBT)	
Heterosexual	1.03
Sexuality not mentioned	0.83
Religion (Reference: Have religion)	
No religious belief	0.96
Religious belief not mentioned	1.16
Disability (Reference: Have a disability)	
Not disabled	0.67
Disability not mentioned	0.60
Affiliation Durham (University Staff)	
Student	0.52

There is no big difference in the reporting outcome for men or other gender in comparison with women. Respondents in all ethnic groups except 'Any other Asian' are less likely to report than their counterparts with White ethnicity. Any other Asian are twice as likely to report the incident as others in the group. Those who have not mentioned sexuality are less likely to report a hate incident than LGBT counterparts. Respondents with no religious belief are less likely to report than those who have religion. Respondents with no disability or not mentioned disability are also less likely to report than those who have a disability. Students are only half as likely to report a hate incident in comparison to staff members.

Pathways for improvement

A thematic analysis was conducted to understand the view of respondents on how Durham University can better improve their hate crime policies. Respondents were asked: 'What are we currently not getting right as a university community?' Participants were prompted to respond with suggestions of how the university can make changes to improve hate incident reporting levels.

A main theme identified in participant responses upon how to improve reporting was the need for clear and easily accessible reporting pathways. Respondents who had gone through the experience of reporting a hate crime often felt that the process was unnecessarily complex and sometimes caused undue stress. Many advised the need for straightforward reporting avenues with practical and emotional support available throughout.

"The process is difficult and intimidating to report incidents"

Respondents who had experienced a hate incident but who felt unable to make a report often indicated that as well as being unsure who to report to they were worried about the repercussions of making a complaint. A key concept consistently mentioned was the desire for confidentiality within reporting systems. Victims wanted to feel safe when making a report by knowing that they will not face further issues after disclosing problems. Additionally, reliable and non-judgemental staff teams to take reports are needed. Respondents felt that they would not feel comfortable in disclosing sensitive events to certain members of staff. They wanted to feel assured that staff would be able to handle the situation sensitively and give support and advice on next steps.

"Dedicated reporting places with no judgement, fully anonymous reporting"

Education

When asked the same question respondents who had not experienced a hate incident less often commented on inadequacy of reporting pathways however very often reported being unaware of those that are available. Respondents therefore emphasised the need for education on reporting pathways that are already present and how to access these. In support, those who had experienced a hate incident but did not make a report suggested that providing all students with educational material on specific reporting routes, what they involve and the likely outcome, would be extremely useful.

"I only realised when prompted at Q.17, that I was not aware of any services which could tackle reports"

It was also frequently mentioned how improving education could be used to prevent hate crimes in the first place. Regardless of hate crime experienced, all groups frequently mentioned the possible utility of educational classes. Many felt that informing the population about the ongoing effects hate incidents and hate crimes have on individuals would help potential perpetrators understand why they are so serious and need to be stopped. Many felt that they were unsure what constitutes a hate crime. By informing individuals what behaviours and language are generally used in incidents, it may deter them from engaging in this type of activity. It was felt that this could also improve reporting rates as the classes would ensure that individuals would know how to report incidents and access support when needed.

"Perhaps raise awareness on what is classed as bullying, harassment etc through training and how to report it."

"Consistent clear action taken in response to all reports."

Respondents who had reported their hate crime often commented that they did not feel it had been dealt with sufficiently. In addition many felt that no result had been achieved through their complaint due to reporting systems not taking them seriously. Individuals felt that it should become protocol that all hate crime complaints are taken seriously, adequately investigated and clear consequences put in place for perpetrators. Staff should be employed who are fully trained in dealing with hate crimes and are therefore aware of correct procedure to deal with incidents

"In my case the issue concerning harassment was completely swept under the carpet and pretty much dismissed and I was made to feel like I was being overly dramatic."

In support, many respondents indicated that they did not make a report about their hate crime as they felt that it would not have been taken seriously. Some mentioned that they had previously heard from

friends how complaints had been completely dismissed. Additionally, they had very rarely heard of hate crimes that had resulted in any actual consequences. It was suggested that clear procedural information on how victims are supported and incidents dealt with is necessary. It is believed that knowing perpetrators will be faced with suitable disciplinary actions will give victims confidence to make reports. This should involve being transparent with the whole community about how incidents are dealt with so that potential perpetrators are aware that all hate incidents are taken seriously. This will also allow victims to know they will be supported and taken seriously if they do wish to make a complaint.

"I think much clearer consequences for those who are involved in such incidents, combined with an approach to disclosure and reporting that focuses on both believing the person disclosing and affirming the seriousness of the incident."

"Make clear the policy regarding race relations, including the sanctions or disciplinary procedures that follow hate crime incidents."

Increase victim support

Alongside ensuring that a clear procedure was followed in response to a report, respondents felt that they should also be given more emotional support during this process. Respondents who had experienced a hate crime felt that a report was often written down but they were offered no form of support to help deal with the stress and upset they had experienced. Respondents therefore frequently suggested that this form of support should be engrained within reporting system procedures. Alternatively, some respondents felt that being taken seriously when making a report and assurance of it being dealt with was sufficient. However, the majority of respondents agreed an increase in sensitivity is necessary and that support should always be offered in case it is needed.

"Provide more support to students/staff that experience hate incidents. Make clear and strong public statements of support."

Respondents who had not made a report indicated that they would be more likely to do so if it meant they would also receive practical and emotional support. Respondents felt that even if systems were unable to adequately discipline the perpetrator, they would still make the report if they themselves would still receive emotional support. Others felt, that though emotional support does need to be increased they are even more likely to have made a report if they felt that practical steps would be taken. These include receiving information on relevant counselling services, academic allowances made if necessary and actions taken to prevent incidents in future.

"Giving adequate protection, support, listening, making allowances, offering leave, behaving sensitively and constructively and with respect to victims of violence, racist abuse, sexual harassment, sexual assault and rape."

Even respondents who had never experienced a hate crime acknowledged the need for more active support of victims. Many commented that reporting systems linking up with welfare teams could be a possible avenue to increase support given. It was suggested that key in dealing with reports should be helping with emotional effects as well as taking steps to reduce the likelihood that this will occur again in future.

"I have no experience with this, but I do believe that a more pastoral role should be taken up by the colleges."

Best Practices from Around the Sector

Although much work is yet to be done, in recent years, there has been an increased focus on tackling hate crimes in higher education institutions across the UK. More particularly, a number of positive initiatives aimed at removing barriers to hate crime reporting have been undertaken by various British universities. Elsewhere though, in countries such as the United States, addressing the problem of hate crimes in colleges and universities has been an enduring quest since the 1990s, when bias-motivated violence around American campuses were on the rise.

There are varied examples of best practice that can be expanded on. Although there is no one correct way to remove reporting barriers, raise awareness and provide support, the experiences of various universities provide insight on how to deal with some of the frequently encountered challenges linked to addressing hate crimes. Overall, the ongoing work around tackling hate crime among higher education institutions—both local and overseas, clearly demonstrates these institutions' commitment to offering programs and services designed to change the culture as well as meet the specific needs of their university community.

On removing reporting barriers

In the UK, 10 out of the 21 British universities included in the desk research conducted by the project team are currently using a dedicated online reporting tool or system, which makes it easier for anybody in their university community to report harassment, bullying and hate crime. Manchester University and University of Bristol, for example, are two of the universities that have launched an online reporting tool which allow staff, students and visitors to report an incident anonymously or obtain confidential support from a harassment advisor. Another approach is to ensure that information on a variety of reporting mechanisms and how the university will respond to any report are provided on their website in a clear and user-friendly format (e.g. through guidance sheets and flowcharts). On the other hand, some institutions such as Goldsmiths, University London, are also providing an on-site third party reporting centre in collaboration with their local council. Apart from increasing hate crime reporting, having such resource available on-site enabled them to establish a better understanding of the needs of different groups and target resources effectively. Additionally, other institutions such as Bath University (in partnership with their student's union) offer bystander training to staff and student officers; which encouraged attitude change and increased bystander behaviours.

Meanwhile, a common approach in the US is the presence of a designated bias incident and/or hate crime response team composed of multidisciplinary professionals across the campus. Westfield State University's Bias Incident Response Team (BIRT), for example, oversees their bias response procedures as they relate to two primary areas of focus–individual response and community response. They are also in charge of ensuring that those victimised or otherwise affected are connected with the resources needed and that follow-up measures take place. A BIRT Response Log is also published online on the university's website and is accessible to the public. By being more transparent in their response measures, they are able to encourage a more positive reporting behaviour. Along the same lines, Maryland University's Hate-Bias Response Team works collaboratively to implement and continuously improve a streamlined system for the campus community to report hate-bias incidents as well as provide immediate support for those impacted by hate-bias incidents and continuously engage the campus community members in education, dialogue, and awareness around hate and bias. To support this, guidance on reporting protocols can be easily accessed on their website; and an online reporting form is also available. A number of universities have their own online reporting systems too—such as University of Iowa, Framingham State University and University of Michigan, to name a few.

On campaigns

Alongside the aforementioned approaches, most British universities have also utilised hate crime awareness campaigns that effectively resonate with staff members and students. Recognising that ongoing engagement with staff members and student body is critical, a number of institutions have taken steps to raise awareness and promote key messages. King's College London's "It Stops Here" campaign, for example, is a joint project by the university and their student union. It aims to empower members of their university community to help build an environment where everyone feels welcome, supported and safe regardless of who they are. To advance this campaign, they have provided a communications toolkit containing promotional materials, used the support of ambassadors, and have also organised events such as a talk and a film screening. In terms of the campaign's effectiveness, its project officer notes: "*The campaign has made extensive institutional change over the years and we continue to work with colleagues across the institution to make improvements. We believe key to this has been embedding the project across the College's academic and professional services. We work both to improve policy and process at an institutional level, and locally in faculties and directorates to facilitate change through our workshops with students, post-doctoral researchers and staff."*

Similarly, Leeds University's "Draw the Line" campaign, which is led by student ambassadors, aims to challenge behaviours and provide students and staff with the confidence and training they need in dealing with harassment and hate crime. Manchester's award-winning "We Get It" campaign, on the other hand, has broadened its scope from being an initiative tackling sexual harassment to a campaign also targeting other forms of harassment and discrimination. Accordingly, a measure of the positive impact of this campaign was the University's Staff Survey in 2015 showing that staff awareness of their responsibilities under their Dignity at Work and Study Policy had increased from 68% in 2013 to 80% in 2015.

In the US, Westfield State University's #WestfieldStateIKnow campaign is a means for the university to communicate their response to bias and hate incidents. Part of this are messages from the university's president via email to students and staff members and by post to parents, including a designated hotline for anyone having information on the incidents.

On support

With regard to providing support, all of the British universities looked into by the project team offers various forms of support addressing the wellbeing of staff and students. Oftentimes, information regarding specialist support services both within and outside the institution are provided on the university's hate crime webpages. Common examples of internal support services provided are counselling and mental health advisory, chaplaincy and faith support, as well as student welfare and disability support service.

Other universities also provide information on available student peer support systems in their college, department and/or student union. In most instances, students are also provided assistance in communicating or discussing with their department (on their behalf) their situation to ensure that they are getting the best support possible from their lecturers and tutors. Meanwhile, majority of the universities also signpost staff and students to third party reporting centres and relevant external organisations and charities such as Tell MAMA, Victims First, Big White Wall and Galop.

Conclusion and Recommendations

While the majority (73%) of survey participants had not experienced any unwanted behavior, more than a quarter (27%) have. Harassment and verbal abuse, two behaviours covered under the University's Respect at Study and Respect at Work policies, are reported at high rates among students and staff. Where staff report incidents occurring primarily within their departments, perpetrated by other members of staff, our undergraduates are experiencing incidents more commonly within their colleges or in pubs, bars and nightclubs. Our postgraduate students identified being victimized in public spaces such as a public street or park or the city centre. Students are cited as victimizing other students more commonly than any other group.

There is no clear indication that minority ethnic groups or religious groups are differentially experiencing hate incidents when compared with equivalent members in the overall sample. However, BAME victims of hate incidents are relatively reporting less than Not-BAME (White majority) victims. Respondents identified to be in the category of 'disabled' and 'other sex' have higher percentage of experiencing hate incidents when compared with other sub-group categories. In the regression models 'disability' and 'other sex' remain meaningful in explaining the variation in outcomes.

The severity of incidents experienced could be the main determinant of victim's decision of reporting. Physical assaults and damage to property are experienced less and reported more when compared with harassment, verbal abuse, indirect discrimination and unwanted physical contact. BAME victims are reporting less than the major ethnic group because the nature of hate incidents they experience are generally low level racist remarks, indirect discrimination or verbal abuse. The open text responses have indicated that the victims do not perceive that such experiences are worth spending their time in following the reporting procedures or even being indicated as complainant in the official records.

Recommendations are based on the survey results and best practice review with the aim to increase reporting, improve response and support and create a safer environment for our students and staff:

- Review the Respect at Work and Study Policies with the aim of clarifying behaviors that would be considered to violate the policy and simplifying the procedure for making a formal complaint.
- Introduce an online reporting tool (and accompanied communications plan) that allows users to anonymously report as well as make a formal complaint/grievance.
- Include bullying and harassment and hate crime in active bystander training and offer it to students and staff.
- Review and improve the interventions being delivered at the departmental level to ensure appropriateness and effectiveness.
- Develop a campaign to raise awareness of hate crime and its effect on the entire community.
- Ensure support systems make students and staff aware that they are available in times when facing frequent victimization.
- Train support staff on practical help they can provide to students and staff.
- Ensure line managers have the skills and resources to address workplace bullying and harassment on their teams. Introduce digital training on how to help victims of hate crime easily accessible to staff and students.
- Monitor and track reports of hate incidents with transparency in how the university has handled any cases.
- Monitor the effectiveness of interventions through surveying students and staff at regular intervals of at least two to three years.

- Work with the local council and police should be undertaken with an aim to develop appropriate interventions to ensure safety within the city.

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