

Hate Crime and Bias Activity in the City of London

Final Report and Action Plan

Submitted to the

Hate Crime and Bias Activity Steering Committee

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Centre for Research & Education in Human Services

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Hate Crime and Bias Activity in the City of London

Executive Summary and Recommendations

October 2001

Introduction

The present document describes the results of an **investigation of the extent and the impact of hate crimes and hate activity in the City of London, Ontario that was conducted between December 2000 and July 2001**. The study was carried out by the Centre for Research and Education in Human Services, in collaboration with the Hate Crime and Bias Activity Steering Committee. The latter is composed of a cross section of community stakeholders from diverse backgrounds, and includes representatives from traditional victim groups, from public institutions (City Council, the Board of Control, the Police Department), and from other committed individuals from a variety of backgrounds and experiences. The steering committee provided ongoing direction and guidance to the researchers throughout the investigation and participated in the formulation of the accompanying recommendations and action plan.

Our initial discussions with members of the Hate Crime and Bias Activity Joint Sub Committee (as it was known at the time) led to the identification of **two objectives** for this project. These were:

- 1) To determine the **nature, frequency, severity and impact** of hate crime and bias activity in the City of London; and
- 2) To develop an appropriate **integrated action plan** to respond to hate crime and bias activity in the City of London

An equally important objective was to **raise the awareness** of community members about the issues being studied by the project, and about the project itself, during the course of the investigation. A related objective was to **stimulate a local sense of ownership - hence a commitment to action** - in approaching solutions to hate crime and bias activity in London. For this reason, a research approach known as participatory action research was used throughout the project.

The Research Approach

In this project we used a **participatory and action-oriented research methodology**. The project involved, in various ways, groups of people who have a stake in the issue of hate motivated activity (e.g., ethno-racial and religious groups, members of the lesbian/gay community, people with disabilities, and the broader community). Finally, our research approach used both **qualitative and quantitative** information (stories and statistics). Using both types of information provided rich insight into the current context of hate motivated activity. It allowed us to communicate findings in meaningful ways for a wide variety of people, and to treat their input with the respect and dignity it deserves.

Data Collection

Four types of information were considered. These are listed below, along with their supporting rationales.

Definitions

Information about how people define hate crime and bias activity. Defining hate crime and bias activity has been identified as a challenge in researching these types of activities. Therefore, a local common understanding of what is meant by hate crime and bias activity was created. Such an understanding considered provincial and national definitions so that findings can be compared as much as possible.

Existing Activity

Information about hate crime and bias activity occurring in the City of London. This information includes the nature, frequency and severity of such activity. Indicators of hate activity include: statistics collected by organizations/groups, the presence of organized hate groups, the distribution of hate propaganda, perceptions of trends by community leaders, and hate motivated activity as reported by the media.

Impacts

Information about the impact of hate crime and bias activity on individual victims and the community. The stories of how hate activity affects people and communities need to be told. Understanding and creating an awareness of the impacts of hate- motivated activity would be an important component in developing a community-wide response.

Community Response

Information about how the community should best respond to incidents of hate crime and bias activity. Information was gathered about what helps and what hinders local people from reporting and dealing with hate activity. A community forum for diverse community members to come together and collectively to create solutions served as an opportunity for identifying areas for action grounded in the local context, as well as increase the likelihood of future action.

Our workplan included **four phases over an eight-month period**. The four phases are outlined below:

1. Literature Review

The project began with a literature review and internet search on hate crime and bias activity across Canada. This review included gathering information about:

- definitions of hate activity
- nature, frequency and severity of hate activity
- sources of hate activity data
- impacts of hate activity
- models of response to hate activity and their effectiveness

2. Understanding the Local Context

The second phase involved collecting local data (both quantitative and qualitative) on definitions of hate crime activity, existing hate activity, impacts of hate activity, and suggestions for a community-wide response. This involved:

- Key informant interviews with 9 community members (Appendix A).
- 7 focus group interviews took place (Appendix B), with a total of 34 individuals from different groups in the community participating.
- A survey of 19 City Councillors/Controllers (Appendix C) regarding their views about the political importance of these issues.

3. Prioritizing Action Strategies

A community forum was held in council chambers at City Hall. The forum was designed to help build awareness within the community-at-large that hate crime is an issue for the entire community, not just for potential victim groups. Community members were involved in presenting at the forum. The purpose of the community forum was twofold:

- To share and discuss findings of the research process to date
- To prioritize strategies for a local response to hate motivated activity

4. Developing Recommendations

In the final phase of the project, recommendations for an integrated community response were been developed. These recommendations were based on the results of the research process and on the action strategy component of the community forum. The recommendations were translated into an action plan for the community. The Steering Committee played a key role in shaping the recommendations and contents of this plan. The recommendations, action plan, and accompanying report were reviewed by more than 100 community members prior to being finalised.

Summary of Findings

Key findings, in each of several main areas, are summarised in point form below.

The Nature of Hate/Bias Activity in London:

- The Londoners who participated in the Research project defined hate crime and bias activities as expressions of a lack of acceptance of people who are different in some way. This lack of acceptance is expressed through both the day-to-day interactions between community members, as well as hate/bias that is built into the various systems or institutions in London.

The Extent of Hate/Bias Activity in London:

- We found **more similarities** than differences **among participants' accounts** of their experiences and their views of the causes of hate activity. However, there are notable **differences** in the **frequency** and **intensity** of differences **across various groups** in the community.
- **Hate crime happens in London.** The **number of complaints** received by police related to hate activities **rose** between 1997 and 2000, with a drop occurring in 1998. The proportion of hate related occurrences catalogued by police that involved violence, or the threat of violence (not including hate mail), hovered at just over half to just over three-quarters of recorded incidents during this period. The **proportion of arrests made rose** significantly over the period studied. In 2000, 18 arrests were made out of a total of 43 occurrences that were coded initially by the investigating officers as being hate related.
- **Organised hate groups are active in London.**
- Community members said that **hate/bias activity happens throughout London on a daily basis**, ranging from overt, violent incidents (e.g., assault, vandalism) to disturbing, systemic cases of xenophobia (e.g., discrimination, distribution of hate literature).
- For some members of the community, **hate and discrimination** are a part of their **daily lives** in London.
- Some people said that discrimination and abuse both from people in positions of power as well as from ordinary citizens **affected their lives continually and in many ways**.
- People spoke of **institutional policies** and occasional overt abuses of power in these organizations **as being barriers** to them having inclusive relationships with major public institutions.

The Causes of Hate/Bias Activity in London:

- A general lack of education about diversity and **how the media portrays certain groups** were identified by participants as contributing to a climate in which hate/bias activities are implicitly condoned.
- Participants believe that **those in the community with power and privilege see this power as their right** - this is seen as contributing to the kinds of systemic discrimination that safeguard their privileged positions and allow hate-related activities to continue to happen.
- Participants felt that many community members are in denial about the fact that local hate/bias activity is a serious problem.

The Impact of Hate/Bias Activity in London:

- The Londoners we spoke with describe hate/bias activity as affecting people **both physically and psychologically**.
- The *physical effects* are usually short-term, though serious injury has been reported as being a result of hate-motivated attacks (e.g., some community members feel that a recent pedestrian death was a racially motivated homicide).
- Often more serious and long-lasting are the *psychological impacts* (e.g., trauma, shame, stress, fear, low self-esteem, self-hatred, lack of aspirations for the future, self-harm, alcohol/drug dependencies, helplessness, isolation, etc.).
- **People said they do not feel safe** in their surroundings, and believe that attacks can happen anytime, anywhere. For example, some felt that downtown London after dark is similar to a dangerous, inner city environment.
- While some Londoners express a desire to "**hate back**," others describe wanting to "**fight back**".
- With regard to the community at large, some see **general panic, fragmentation, segregation, and distrust among different groups** in the city as the consequences of hate/bias activity.

Recommendations

The following recommendations include some that can be implemented directly by order of City Council, and some that require the actions of other community organisations. Those that do not fall directly under the purview of Council are included here because they follow from the research data. They should be directed to the most relevant organisations.

On the basis of a synthesis of the findings reported during the recent community forum (July 18, 2001, at London City Hall), and the feedback that we obtained from participants at the forum, we offer the following draft recommendations to the Project Working Group and to the Hate Crime and Bias Activity Steering Committee. These recommendations are to serve as a starting point for the development of an integrated action plan for addressing hate crimes and hate motivated activity in the City of London. Our recommendations are grouped into three main areas of concern. These are:

- policy, legislation, and enforcement;
- education and support; and
- community mobilisation.

The integrated action plan consists of three components: the recommendations and accompanying implementation objectives and indicators. The full plan is included in the main report, but omitted here for the sake of brevity.

In offering our recommendations in this format, we wish to emphasise the multi-faceted approach that we have concluded will be necessary to address such a complex problem as hate motivated activity in London. We see these recommendations as very much **building upon existing strengths in the community**. Indeed, one of the key insights generated during the study was the extent to which people are working every day in London to combat and prevent hate crime and hate motivated activity.

I. Policy, Legislation, Enforcement

1. The Corporation of the City of London must take the lead in responding to the presence of hate motivated activity on-site by creating and ratifying a **hate crime and bias activity policy**.

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2. The major public institutions in London (The Corporation of the City of London, the police and fire departments, health care institutions, and educational institutions of all levels) should work together to craft a set of **shared standards** for both responding to, and preventing, hate motivated activities within their jurisdictions.
3. The **hate crimes and activities Helpline** should be continued and evaluated within a specified period of time, preferably within 2 years from its inception.
4. The Corporation of the City of London should create and sufficiently empower an **office to deal with hate crime and bias activities**. The person heading this office should be sufficiently qualified, be of a sufficiently senior level within the civic administration, and be sufficiently autonomous to be able to speak with authority and independence to the issues under his or her purview. This person should report directly to Mayor through the Board of Control. The person heading this office should be advised by a committee composed of a cross section of key community stakeholders. The office should be assigned a research assistant and clerical person as support staff. These positions could be funded over 3 years, at which time the relevance of the office could be re-assessed via a formal evaluation of its process and impact. This senior level position should be **funded** through the budget of the Corporation of the City of London. Funding for additional staff resources could be sought from among the following potential sources:
 - London Community Foundation
 - Ontario Trillium Foundation
 - Canadian Heritage
 - Canadian Race Relations Foundation
 - Private and corporate donations

The **activities** of the office to deal with hate crime and bias activity would include, but not be limited to the following:

- Educating the community about hate/bias in London, how to respond to it, and how to prevent its occurrence
- Acting as a clearinghouse and referral source for information having to do with hate crime and bias activity
- Respond to requests to facilitate dialogue between community groups
- Work with various stakeholders (civic administration, citizen groups, law enforcement, private institutions) to coordinate integrated responses to hate/bias activity in London
- Work with local organisations and groups to coordinate the collection and analysis of information on hate activity for the purposes of identifying and tracking hate activity in the City of London
- Conduct community outreach to listen to the views and experiences of community members and to encourage the reporting of suspected hate motivated incidents
- Consult with local organisations around education and prevention
- Facilitate the development of local resources for mediating between groups and individuals in conflict and for arbitrating individual cases as may be warranted (this may include such things as brokering mediation opportunities, acting as a resource in the development of educational materials, and participating in the development of proposals to fund educational and other local initiatives)

II. Education and Support

1. **Mandatory and relevant ongoing education and training** about hate and bias activity, and how to recognise it, should be initiated/resumed by all civic institutions, notably the police department (where this has appeared to have been beneficial and helpful in the past), city councilors and controllers, the office of the crown attorney, and the judiciary. This should happen within a **specific timeframe** - ideally the three years suggested as the pilot period for the proposed office to deal with hate crime and

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bias activity. The process and the impact of this training should be evaluated within each participating organisation.

2. **Broad education on all kinds of discrimination** (for example: discrimination against people on the basis of ethnocultural and religious backgrounds, disability, socio-economic status, age, sexual orientation, gender) should be implemented within local school boards. This education should be available to both teachers and to students. It should be delivered by teachers *and* by representatives from local community organisations of people who represent these experiences and orientations. Education of this kind should be mandated by the boards of education.
3. **Educational curricula** in primary and secondary schools should use materials that are representative of the diversity that exists within the community and the country.
4. A task force drawn from the Police Services Board, the London Police Department, and the Hate Crime and Bias Activity Steering Committee should be struck to *consider* the value and the feasibility of creating a **dedicated hate crimes unit** within the police force.
5. **The media should be educated, and educate itself**, about how to report hate activity appropriately (e.g., without sensationalising an event), and about how to report on issues involving different community groups so as not to perpetuate stigmatising portrayals. Educational outreach to the media could be provided by the office to deal with hate crime and bias activities.
6. **Social marketing** should be used to **educate residents** about the traditions and contributions of new Canadians to life in London.
7. Multicultural and settlement organisations should **educate new Canadians** about:
 - The different forms that bias may take
 - How to empower themselves to resist systemic and incidental biases
 - How to respond to discrimination
 - How to avoid inadvertently behaving in a biased way towards others
 - Their **rights and responsibilities** under the Canadian Charter of Rights and Freedoms and the Ontario Human Rights Code
8. All bodies that provide services to the community should increase the public **availability and the accessibility of any information** that they may have pertaining to hate crimes, trends, and supports, by using multiple formats (newsletters, websites, forums), languages of communication, and a common reporting form. This information should be reported in aggregate form so as to safeguard the privacy of victims and be respectful of the intelligence needs of the law enforcement community.
9. Police should undertake educational outreach to **sensitise gatekeepers** (parents and family members, service providers) about how to identify the occurrence of hate motivated activity, to whom they can refer people in the wake of an event, and other things that they can do to assist other community members.
10. Service providers who deal with people who are the victims of hate motivated acts should create opportunities for **mutual support** for victims, and for the families of victims and perpetrators.
11. The criminal justice system should dedicate sufficient resources to the creation of a **victim-offender reconciliation** program for people involved in hate crimes. Such a program would be available, as an option, for victims and/or their families to pursue.
12. Boards of education should develop **specialized positions and/or training**, for example for crisis response teams, outreach workers, guidance counselors, behavioural consultants, whose mandate it would be to deal with hate crime and bias issues.

13. **Community groups and institutions need to outreach to one another** in order to heal hurt and troubled relations, and to develop a coordinated response to the presence of hate and bias activity. This can happen through such things as: ecumenical events, inter-group forums, and discussion groups. Members of traditional victim groups sometimes victimise one another. Inter-group dialogue can help to alleviate mistrust and can foster reconciliation. Creative approaches to dialogue and reconciliation should be explored by all groups involved in addressing hate in London.

III. Community Mobilisation

1. A **sustainable, cross-stakeholder community network and coordinating group** should be established to carry forward the work of the Hate Crime and Bias Activity Steering Committee and to promote London as a national leader in responding to and preventing hate crime and bias activity. The group would:
- Act as an advisory group to the office to deal with hate crime and bias activities
 - Act as a conduit between the office to deal with hate crime and bias activities and the grassroots of the community
 - Receive administrative support from the office to deal with hate crime and bias activities
 - Act, on behalf of the community and the office, to coordinate some of the office's activities
 - Foster civic participation around respect for diversity by:
 - Supporting and encouraging local celebrations of diversity and unstructured opportunities for relationship building between groups (**especially youth**)
 - Sponsoring/participating in regular discussions, forums, conferences dealing with hate crime and bias activity
 - Educating community groups about ways of participating in the civic life of the community (through voting, running for office, all candidates meetings, participation at public meetings)

Forward

The Hate Crime and Bias Activity Steering Committee gratefully acknowledges the Centre for Research and Education in Human Services. The Centre conducted research and collected qualitative and quantitative data on hate crime and hate motivated activity in London between October 2000 and July 2001. This study was made possible through the generous funding of the Department of Canadian Heritage: Multiculturalism Program, and the Corporation of the City of London.

There are many individuals in London who are victimized by hate motivated activity on a daily basis. We must not and can not remain indifferent and silent to the issue of hate. Since September 11, 2001, there has been an escalation of hate motivated activity, communities have been targets. Vision London states: “We are a caring responsive community committed to the health and well-being of all Londoners.” We encourage the community of London to work toward implementing the recommendations contained in this action oriented research report.

We thank those who participated in this project and we are indebted to the members of the Steering Committee who volunteered their time and their knowledge.

We see the recommendations as a foundation to build upon the strengths of our community to combat and to prevent hate crime and hate motivated activity.

Yours sincerely,

Laila M. Norman

Chair,
Hate Crime and Bias Activity Steering Committee

Acknowledgements

The Centre for Research and Education in Human Services presents this report to the Hate Crime and Bias Activity Steering Committee with the hope that it may become a useful tool in what has been an important ongoing conversation within London for some time now.

This report is based on research carried out before the sad day of September 11th, 2001. Since that time, Londoners have had to deal on many levels with the after-effects of this tragedy. Some residents of the city have suffered simply for being members of various ethno-cultural or faith communities. The days following September 11th appear to have seen an intensification of some of the troubles catalogued in this report. Hate groups and hateful individuals remain a real and unfortunate presence within the landscape of the Forest City. At the same time, many people in London have come together to denounce mistrust and hatred. They have insisted on staking a claim for a better future for London, and by extension, for the rest of Canada. It has been our honour to work with some of these people throughout the course of this project, and our privilege to listen to the stories so honestly and generously told to us by others, many of whom, have been victims of hate.

We would like to acknowledge the members of the Hate Crime and Bias Activity Steering Committee for their many contributions to the success of this project. They are:

Voting Members

Laila Norman (Chair)

Elaine Pensa (Vice-Chair)

Bessie Borwein

Councillor Ab Chabar

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London Jewish Federation

London Race Relations Committee

London Race Relations Committee

London Council of Seniors

London Race Relations Committee

March of Dimes

N'Amerind Friendship Centre

Thames Valley District School Board

HALO Community Centre

Community Safety and Crime Prevention Council

London Race Relations Committee

The Association of London Muslims

The Canadian Council of Muslims

London Urban Service Organization

Equity Services, University of Western Ontario

London Jewish Federation

Community Safety and Crime Prevention Council

Community Safety and Crime Prevention Council

London Board of Control

London Race Relations Committee

Hate Crimes and Bias Activity in the City of London

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Det. Sergeant Terry Wilson	London Police Department

Committee Secretary

Lorelei Fisher (Michelle Casavecchia)	City Clerk's Office formerly City Clerk's Office)
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We also thank Det. Superintendent Richard Gillespie, Superintendent David Lucio, and Sergeant Paul Gilpin of the London Police Department for their generous help in compiling and reviewing police statistics and incident reports.

Finally, we acknowledge Centre colleagues Amanda Soikie, Andrew Taylor, Jonathan Lomotey, and Greg Gravelle for their assistance with the community forum and with various other aspects of the investigation.

London now stands poised to take an important leadership role in addressing hate and bias activity. Some of the necessary steps are included in this report as a set of recommendations and an action plan. These tools were generated in collaboration with the Steering Committee and, along with the report, were reviewed by over 100 members of the community. This level of community engagement is a signal accomplishment for London. We are grateful for the opportunity to have supported this constructive movement for change, and we thank the Department of Canadian Heritage: Multiculturalism Program, and the Corporation of the City of London for funding this investigation.

Janos Botschner

Purnima Sundar

Rich Janzen

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Hate Crime and Bias Activity in the City of London

Final Report

Introduction

The present document describes the results of an investigation of the extent and the impact of hate crimes and hate activity in the City of London, Ontario that was conducted between **December 2000 and July 2001**.

London, Ontario is known as the Forest City because of its abundance of green space. With a population of over 300 000, it is one of the largest cities in the province. Over the last several years, London has compared favourably to the rest of the province with respect to a number of demographic and market indices (e.g., housing prices, employment rates, family incomes, levels of education)¹. More recently, however, the stock of affordable housing has dropped, and the unemployment rate has increased marginally, as compared to the rest of the province. Although the vast majority of Londoners claim English as their mother tongue, an increasing number report other languages (notably, non-European) as their mother tongues. Two significant features of the ethno-cultural and faith community make-up of London are its large First Nations and Muslim communities.

The present study was carried out by the Centre for Research and Education in Human Services, in collaboration with the Hate Crime and Bias Activity Steering Committee. The latter is composed of a cross section of community stakeholders from diverse backgrounds, and includes representatives from traditional victim groups, from public institutions (City Council, the Board of Control, the Police Department), and from other committed individuals from a variety of backgrounds and experiences. The steering committee provided ongoing direction and guidance to the researchers throughout the investigation.

Our initial discussions with members of the Hate Crime and Bias Activity Joint Sub Committee (as it was known at the time) led to the identification of two objectives for this project. These were:

- 1) To determine the **nature, frequency, severity and impact** of hate crime and bias activity in the City of London; and
- 2) To develop an appropriate **integrated action plan** to respond to hate crime and bias activity in the City of London

An equally important objective was to **raise the awareness** of community members about the issues being studied by the project, and about the project itself, during the

¹ Source: London Economic Development Corporation

course of the investigation. A related objective was to **stimulate a local sense of ownership - hence a commitment to action** - in approaching solutions to hate crime and bias activity in London. For this reason, a research approach known as participatory action research was used throughout the project.

Our Research Approach

Participatory Action Research

In this project we used a participatory and action-oriented research methodology. By **participatory** we mean that the project involved, in various ways, groups of people who have a stake in the issue of hate motivated activity (e.g., ethno-racial and religious groups, members of the lesbian/gay community, people with disabilities, and the broader community).

Our community-based research experience has taught us about the importance of having a stakeholder committee guide the research process. In a sense, the committee represents a mini-laboratory of the broader community where the challenges of a new intervention can be played out and tested before implementation. Facilitating such a group also creates momentum and increases the likelihood that findings will be acted upon.

To this end, we have been working closely with a subcommittee appointed by the Hate Crime and Bias Activity Joint Steering Committee (known formerly as the Hate Crime and Bias Activity Joint Subcommittee). We looked to this committee, which has been designated the Working Group, for input at key stages of the research process and provide them with regular feedback.

Our research approach is also **action-oriented**. By this we mean that the process of carrying out the research aimed can become an intervention in fostering community partnerships in responding to hate crimes. Providing feedback to research participants has been a key element in this process. Holding a community forum towards the end of the project was designed to create community-wide ownership in responding to hate motivated activity in the City of London.

Finally, our research approach used both **qualitative and quantitative** information (stories and statistics). Using both types of information provided rich insight into the current context of hate motivated activity. It allowed us to communicate findings in meaningful ways for a wide variety of people, and to treat their input with the respect and dignity it deserves.

Through ongoing reflection and consultation, participatory action research can generate several critical advantages. These include:

- the ability of researchers to collect better quality data that is more meaningful to community members because it is grounded in the realities of a local context;
- an enhanced capacity among participants to understand the research project itself;

- an enhanced awareness of participants as to how they can use the results of the investigation; and
- a greater likelihood that participants will act on the findings generated by the study.

Method

Our workplan included four phases over an eight-month period (December, 2000 – July, 2001). The four phases are outlined below:

Literature Review

The project began with a literature review and internet search on hate crime and bias activity across Canada. This review included gathering information about:

- definitions of hate activity
- nature, frequency and severity of hate activity
- sources of hate activity data
- impacts of hate activity
- models of response to hate activity and their effectiveness

Understanding the Local Context

The second phase involved collecting local data (both quantitative and qualitative) on definitions of hate crime activity, existing hate activity, impacts of hate activity, and suggestions for a community-wide response. This was accomplished through the following means:

- nine community members took part in key informant interviews, providing us with a general picture of hate/bias activity in London (Appendix A).
- in order to gain an in-depth understanding of hate/bias activity in London, 7 focus group interviews took place; a total of 34 individuals from across the following groups participated: university students, high school students, members of the gay/lesbian/bisexual community, new Canadians, members of different ethno-cultural and religious groups, members of the Aboriginal community, and members of the Muslim community. (Appendix B).
- a survey of 19 City Councillors/Controllers regarding their views about importance of these issues (Appendix C).
- a scan of local print media for the period 1997-2000, and a comparative scan for the same period of three newspapers serving three similar urban areas (Ottawa – *Ottawa Citizen*; Hamilton – *Hamilton Spectator*; Waterloo Region – *Kitchener-Waterloo Record*).
- a search of a national print publication (*The Globe and Mail*) for any mention of London and hate activity from 1997-2000 (no mention was made).
- a review of London Police Department statistics and incident reports for the period 1997-2000

The period encompassed by these searches was determined in consultation with the steering committee. A starting point of 1997 was chosen on the basis of the perception that this year represented a peak in the reporting of hate activity in the city.

Prioritizing Action Strategies

During this phase of the research an opportunity was given for a broad spectrum of people interested in countering hate motivated activity to meet collectively. The community forum was held in council chambers at City Hall. The forum was designed to help build awareness within the community-at-large that hate crime is an issue for the entire community, not just for potential victim groups. Community members were involved in presenting at the forum. The purpose of the community forum was twofold:

- To share and discuss findings of the research process to date
- To prioritize strategies for a local response to hate motivated activity

Seventy-five community members from a cross-section attended. This included representation from:

- Ethno-cultural communities
- Faith communities
- Community organisations
- Service providers
- Civic administration
- City council
- The board of control
- The police department
- The university and the boards of education
- The disabled community
- The gay and lesbian community

Developing Recommendations

In the final phase of the project, recommendations for an integrated community response were developed. These recommendations were based on the results of the research process and on the action strategy component of the community forum. A set of accompanying implementation objectives and indicators were developed in consultation with the Working Group. **Together with the Recommendations, these objectives and indicators constitute the action plan.**

Data

Four types of information were considered. These are listed below, along with their supporting rationales.

Definitions

Information about how people define hate crime and bias activity. Defining hate crime and bias activity has been identified as a challenge in researching these types of activities. Therefore, a local common understanding of what is meant by hate crime and bias activity was created. Such an understanding considered provincial and national definitions so that findings can be compared as much as possible. This definition was generated in consultation with the steering committee, and was based on definitions derived from the literature review and on knowledge of local conditions in London.

Working Definition of Hate Crime and Bias Activity

In developing a working definition of hate crimes and bias activities to guide this project, the Working Group drew from a set of definitions derived from the literature review and from the key informant interviews. More recently, we received a request from the Working Group to consider also definitions of these terms contained in a document prepared by the Federation of Canadian Municipalities (entitled: *Proposed FCM Sample Hate Activity Policy and Procedures*).

During our discussion with the Working Group at our most recent meeting, we developed the following positions as guide posts for the present project.

Hate Crime

In order to develop an objective estimation of the extent of *criminal* hate activity in London (as recorded by the police), we discussed the value of using the current definition of hate crimes, as described in the *Canadian Criminal Code*. Here, a hate *crime* is defined as:

A criminal offense committed against a person or a property which is motivated in any part by the suspect/offender's bias, prejudice or hate based on race, national or ethnic origin, language, colour, religion, sex, age, mental or physical disability, sexual orientation, or any other similar factor.

Examples of hate crimes include hate-motivated assault and murder, as well as hate propaganda (advocating genocide, the public incitement of hatred, and telephone recordings which promote hatred). This definition of hate crime (which is also endorsed by the FCM policy and procedures document) will allow us to derive a measure of the extent of both alleged and prosecuted cases of hate activity, *as detected by the criminal justice system*. Although the Working Group realized that this would, by itself, constitute a limited picture of the extent of hate in London, we agreed that this definition would

give us an indication of the perspective of law enforcement. We would use this definition in engaging with the pool of data kept by London Police Services. Any discrepancy between our findings based on this definition and on the broader definition of hate *activity* (see below) will be a valuable piece of information and will be an important focus for analysis and discussion.

Hate Activity

The definition of hate activity that emerged from our discussion with the Working Group is as follows:

Any activity that has been characterized by an individual, a group, or in the media as a hate activity. The activity may be leveled against an individual or a group. It is perceived by them to be harmful, and appears to be directed towards a specific set of characteristics that they possess, or are presumed to possess, on the basis of membership in a group.

The policies and procedures document prepared by the Federation of Canadian Municipalities includes the following examples of hate activity, which are drawn partly from the *Ontario Human Rights Code* and which, in some cases constitute offenses under the *Criminal Code*:

- The publication or display before the public of any notice, sign, symbol, emblem or other similar representation that indicates the intention of the person to infringe a right or to incite the infringement of a right under Section 13(1) of the *Ontario Human Rights Code*.
- Acts of violence
- Graffiti
- Flyers/literature/hate mail with messages promoting hatred against identifiable groups
- Verbal slurs accompanied by a threat
- Recorded telephone hate lines
- Vandalism of ethnic, religious, lesbian or gay, or minority sites
- Obscene or threatening phone calls
- Sexual assaults
- Intimidation and harassment
- Music and videos inciting hatred against an identifiable group
- Bomb threats

We recommended the adoption of the first definition, with the addition of the preceding list as a set of starting points for our investigation. The first definition allowed us to focus on peoples' (including those in the media) *accounts* of the extent and impact of hate activity without having to discern the intentions of the perpetrators. This allowed us to more easily explore the broader context in which hate can be incubating within the City of London. Some of the instances of hate activities listed above (e.g. telephone recordings and music and videos) were beyond the scope of the present investigation but,

for the most part, this list helped to frame the issue by referring to the forms that hate activity were most likely to take.

Existing Activity

Information about hate crime and bias activity occurring in the City of London.

This information include a the nature, frequency and severity of such activity. Indicators of hate activity include: statistics collected by organizations/groups, the presence of organized hate groups, the distribution of hate propaganda, perceptions of trends by community leaders, and hate motivated activity as reported by the media.

Impacts

Information about the impact of hate crime and bias activity on individual victims and the community. The stories of how hate activity affects people and communities need to be told. Understanding and creating an awareness of the impacts of hate- motivated activity would be an important component in developing a community-wide response.

Community Response

Information about how the community should best respond to incidents of hate crime and bias activity. Information was gathered about what helps and what hinders local people from reporting and dealing with hate activity. A community forum for diverse community members to come together and to collectively create solutions served as an opportunity for identifying areas for action grounded in the local context, as well as increasing the likelihood of future action.

Understanding Hate Crimes and Bias Activities: An Overview of the Literature

Within the city of London, Ontario, hate and bias activities have been receiving increasing attention in the media. Headlines appearing in the London Free Press (such as "*Welcome to London--Unless Your Skin is Black*") and stories of gay bashing occurring in the city's streets indicate that the expression of hate and bias is alive and well in London. According to the *Audit of Anti-Semitic Incidents* (B'Nai Brith Canada, 1999), the City of London has become one of the centres of organized hate activity in Ontario. Local police have identified the presence of several racist gangs who make their home in London, including a group known as the Northern Alliance, who are connected to other well-known hate groups such as the Ku Klux Klan and the Heritage Front. Fortunately, the existence of these groups and activities in a city known otherwise for its parks and tree-lined neighbourhoods appears to be a matter of growing public concern. It is becoming increasingly clear that the communities of London are no longer willing to dismiss these activities as isolated incidents.

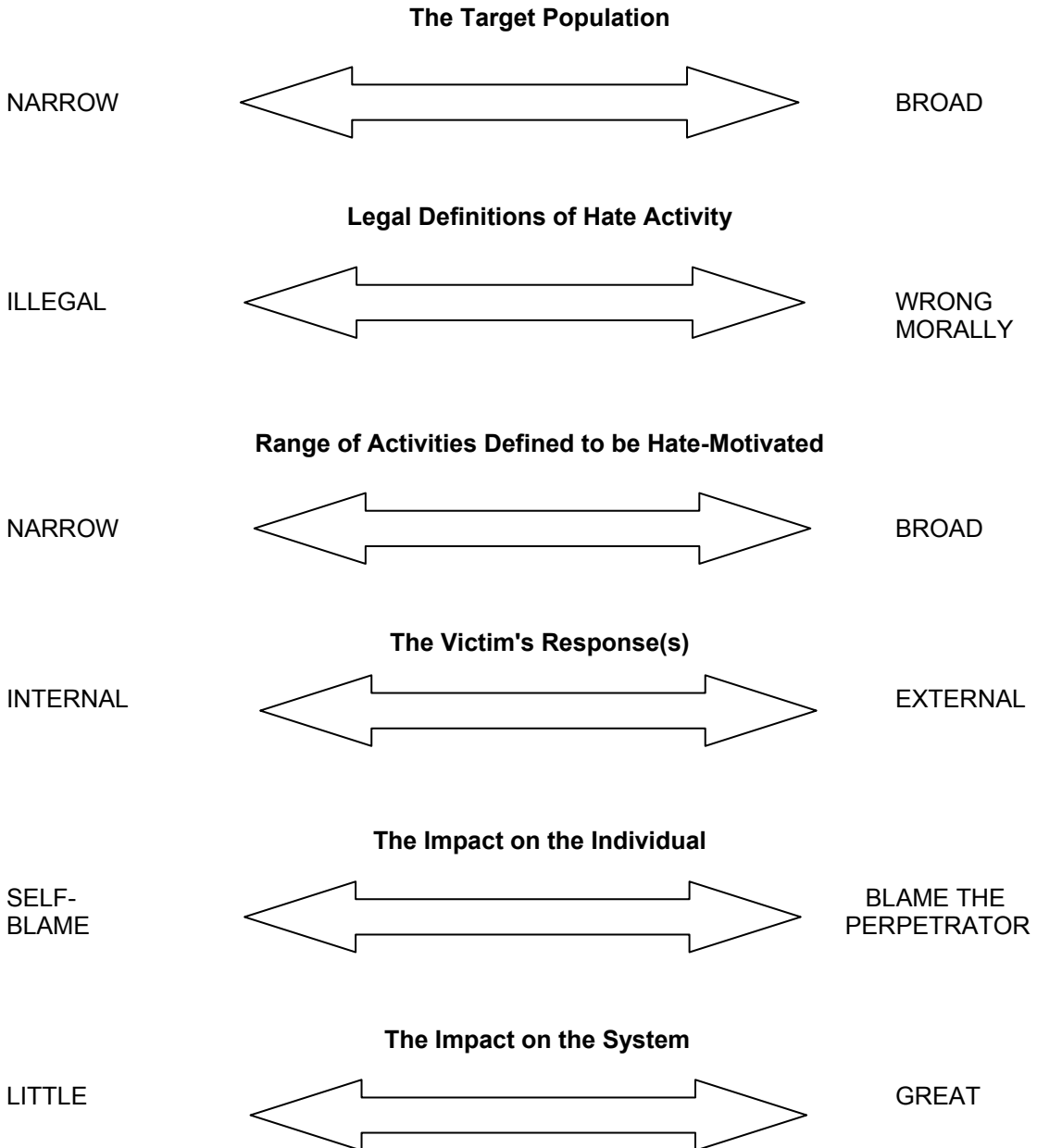
The purpose of this review is to provide an overview of how hate crimes and bias activities are understood within the research literature. The present review is comprised of the following sections:

- Definitions
- The specific nature of these incidents, focusing on:
 - ♦ The different forms that they may take
 - ♦ The perpetrators and their victims
- The extent of hate/bias activity
 - ♦ Sources of information on the extent of hate/bias activity
 - ♦ The frequency and severity of hate and bias activity nationally
- The impact that hate/bias activity can have on individuals and their communities
- A look at some of the ways in which people are responding to hate and bias activity

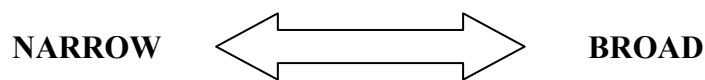
Definitions of Hate/Bias Activity

Within the current literature, there does not appear to be a single definition that captures all of what hate/bias activity means to those who are affected by its existence. Rather, the ways in which these types of activities are spoken of vary across several dimensions. These formulations differ with regard to the target population they speak about, the legal definitions used to deal with these behaviours, the range of activities that are considered to be motivated by hate or bias, and finally the impact or effects of these occurrences. These dimensions are shown in Figure 1.

Figure 1. Schematic representation of the conceptual dimensions used to define hate/bias activities.

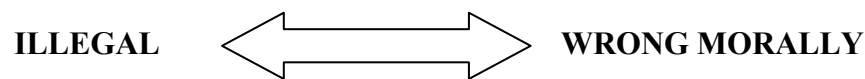


Definitions Focusing on the Target Population



Some definitions focus on the targets of hate/bias activities. For example, Weisburd and Levin (1994) define a bias crime as "an offence involving the intentional selection of a victim based on the offender's bias or prejudice relating to an actual or perceived status characteristic of the victim." Other definitions, however, apply to a very broad category of individuals, without specifying the particular group to which the victim must belong in order for the activity to be considered motivated by hate or bias. For example, Jeffrey (1998) considers hate-motivated activities to be "harms visited upon persons who belong to identifiable social groups because they belong to those groups or are believed to affiliate with those groups." This more inclusive definition implies that *anyone* who has been harmed by another where hate is only a partial (not exclusive) motivating factor, is a victim of a hate/bias-motivated attack.

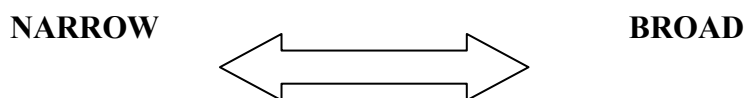
Legal Definitions of Hate/Bias Activity



People often look to the law to determine whether something constitutes hate/bias activity. In other words, some believe that if an action that has clearly been motivated by bias or hatred and has legal consequences, it may be considered a hate/bias crime. Toronto's Police Multicultural Liaison Committee, for example, looks at hate crimes as being, in general, "a criminal offence committed against a person or property which is motivated in any part by the suspect/offender's hate/bias against a racial, religious, ethnic, sexual orientation, or disability group."

While this definition covers a wide range of phenomena, including assault, threats of violence, murder, or the production/distribution of hate propaganda, it leaves out activities that may be legal, but are wrong morally. For example, racially offensive jokes told in the workplace, or having someone refuse to serve you in a restaurant because you are gay are clearly inappropriate occurrences, but are not punishable by the law. Relying solely on the law to define hate/bias activity is therefore limiting as it requires that a) the action is illegal, and b) there is proof that hate was a motivating factor in its execution.

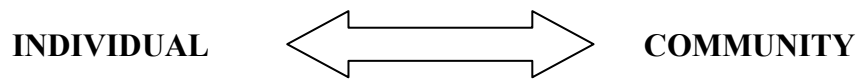
The Range of Activities Considered to be Hate-Motivated



Within the literature, hate/bias activity is often understood as describing a specific, discrete set of actions that are motivated by the perpetrator's dislike or intolerance for

some aspect of the victim. These definitions regard things like the distribution of hate propaganda, or individual attacks (e.g., beatings, murder, etc.) as being instances of hate/bias activities. Other definitions, however, see hate and bias activities as extending beyond these particular instances to include *any* harmful activity (e.g., written attacks, verbal abuse, etc.) that is leveled against an individual or group because they possess a specific set of characteristics that the perpetrator dislikes (Gilmour, 1994).

Definitions Focusing on the Impact of Hate/Bias Activity



Some definitions of hate/bias activity focus on its effects on the individual, while others look at the impact on the larger social system. For example, some researchers have sought to describe hate/bias activities by outlining the short and long-term psychological effects of being a victim of these crimes (e.g., Mock, 1996a; Faulkner, 1997). Others have chosen to speak of these activities in terms of the negative effects that these activities can have on society at large (e.g., Weisburd & Levin, 1994; Kagedan & Mock, 1992).

The Different Forms of Hate/Bias Activity

Hate and bias activities can take many different forms in our communities. In its subsections 318-320, The Criminal Code of Canada describes the core of hate and bias activity as being the promotion of genocide and the public incitement of hatred. Physical violence, vandalism, verbal assaults, harassment, threats to individual safety, and the distribution of hate propaganda, therefore, are all examples of the ways in which one group works to elevate their own group's status by threatening the existence of another (Faulkner, 1997; Weisburd & Levin, 1994).

While the popular conception of hate/bias activity may be that these phenomena are confined to the streets, victims can be subjected to such activities in the workplace, in schools, on college/university campuses, and even in their own homes. More recently, with the introduction of the Internet, anyone who has access to a computer can connect to the websites of between 300 and 350 online hate groups which have flourished in our increasingly technological society (Brown, 2000). In addition to these assaults on individuals or groups, hate/bias activities can take on a more systemic form where those in power work through carefully crafted policies to keep marginalized groups at bay (Gilmour, 1994).

The Victims and the Perpetrators

Victims of hate/bias activities are, in general, persecuted for a variety of reasons. These may include belonging to a racial or ethnic minority, being of a particular gender, adhering to a certain religious group, or being a member of the gay/lesbian community. Essentially, any characteristic that makes an individual or group different from the majority puts people at risk of being targeted for a hate/bias crime.

While the general perception is that perpetrators of hate/bias activity are members of secretive, neo-Nazi gangs, most hate/bias crimes are committed by young persons who are generally law-abiding, and who do not see their behaviour as being morally reprehensible (American Psychological Association, 2000). In the majority of cases, these are white, heterosexual men who are usually either in their teens or young adulthood (Gilmour, 1994). Although the most visible, these individuals may not be the only perpetrators of hate/bias activities. It is important to consider the fact that older hate-mongers who are more discrete about their activities, and those who are shielded by the anonymity of the Internet are also responsible for much of the hate and bias circulating throughout our communities.

The Frequency and Severity of Hate/Bias Activity

As information on hate/bias incidents is not collected systematically on a national level, it is difficult to gain a sense of how often and when hate/bias activity occurs in Canada (Gilmour, 1994). In general, however, overt expressions of hate or bias appear to increase during times of economic and/or political uncertainty (Gilmour, 1994). Some have suggested that the experience of such difficulties may engender a lack of confidence in the future, which may, in turn lead people to seek someone or something to blame for their misfortune (Kagedan & Mock, 1992).

Sources of Information on Hate/Bias Activity

Despite this relative shortage of information on the specifics around hate/bias activity, there are certain valuable sources of data that exist to provide us with an idea of what is happening in this area. For example, more and more police organizations are beginning to establish specialized Hate Crime Units that are designed to receive and deal with crimes that are specifically motivated by hate/bias. As such, these groups have developed databases by which to track these activities.

In another case, the *Audit of Anti-Semitic Incidents*, prepared by the League for Human Rights of B'Nai Brith Canada, is an annual compilation of racist and anti-Semitic activities occurring in Canada. This document provides a summary of such occurrences province by province, gaining its data by accessing police databases and by relying on reports from victims.

Aside from such formal tracking mechanisms, (although less systematic in nature), citizens are regularly exposed to stories of incidents involving hate or bias through the popular media. The television news, and local and university/college newspapers are clearly a valuable and easily accessible means of gathering this information.

The Frequency of Hate/Bias Activities

During the years of 1993 and 1994, it was suggested that 60 000 hate/bias crimes occurred in the nine major Canadian cities, yet only 1 000 incidents were reported (Mock,

1996a). Therefore, trying to gain a complete picture of the extent of hate/bias activity as it occurs in our country is difficult for several reasons:

- There exists no integrated, coherent means of gathering this data on a national scale;
- Victims of hate/bias crimes are hesitant to report these attacks because of the severely traumatic state they are in following an attack;
- Victims fear retaliation from perpetrators;
- Victims often feel that little, if any action will be taken to deal with their report due to bias inherent in the criminal justice system.

According to the *1999 Audit of Anti-Semitic Incidents* there were 267 reported incidents of anti-Semitic harassment (including assaults) and vandalism throughout Canada last year, representing an 11% increase from 1998. In addition to hate/bias activities leveled against people based on race or national origin, Faulkner (1997) explains that the birth of the gay/lesbian rights movement has made them easy targets by increasing their visibility. In particular, she estimates that there are approximately 60 000 incidents of hate/bias motivated violence against gays and lesbians throughout North America, with the majority of these incidents being against the person, which is more serious than against property.

Aside from the lack of a coherent, accessible source of data which describes the frequency of hate/bias activity throughout Canada, estimates of these occurrences are complicated by the presence of hate/bias on the Internet. This form of hate/bias activity is becoming more and more of a problem, with its content becoming more vicious, and the number of hate-mailings rising (*1999 Audit of Anti-Semitic Incidents*).

The Severity of Hate/Bias Activities

At the level of the individual or group, hate crime and bias activity can range in their severity from subtle innuendoes to violent assaults against individuals and groups. For example, victims of such activity can experience verbal attacks, crimes against property, and in some cases may suffer from serious physical consequences as a result of others' hate or bias (Gilmour, 1994).

The severity of hate and bias activities can also be understood as occurring at a higher, more systemic level. Hate and bias activities often occur in schools, workplaces, and other social institutions. In the legal system, for example, minorities and others who are different from the majority often perceive differential treatment both when they are accused of and are victims of crimes (Mock, 1996a). Hate/bias activities can clearly range in their severity, affecting people and communities through either isolated incidents or through systemic policies that tolerate and enforce these behaviours.

The Impacts of Hate/Bias Activity

The Individual Level

Being the victim of a hate-motivated crime causes great pain and anxiety (Mock, 1996b). The target of a hate/bias crime often responds internally with self-blame and feelings of shame. In many cases, s/he may withdraw psychologically and perhaps physically in an effort to protect her/himself from further attacks. These crimes are said to have longer lasting and more painful effects for victims than those suffering from other attacks because such activities threaten the individual's self-esteem and sense of belonging within a community (Faulkner, 1997).

In the short-term, because of the brutal and degrading nature of these crimes, victims may exhibit greater psychological trauma than those experiencing other types of attacks (Weisburd & Levin, 1994). Victims of hate may also experience longer lasting consequences than victims of other crimes. Some of these consequences include: higher rates of suicide, alcoholism, lower self-esteem, feelings of isolation and helplessness, and ongoing fearfulness (Mock, 1996a, Mock, 1996b, Faulkner, 1997).

The Community Level

Hate/bias crimes attack the social order of a society, causing distrust and hostility between members of different groups (Weisburd & Levin, 1994). The presence of these sorts of activities threatens the democratic principles around which we, as Canadians, organize our lives (Kagedan & Mock, 1992). This may give rise to a fragmented and polarized society, with a diminished sense of belonging for all citizens.

Models of Responses to Hate/Bias Activity

Current responses to these behaviours include suggesting legislative changes, dealing with hate/bias on the Internet, educating our citizens on the dangers of hate and bias, organizing and mobilizing our communities to deal with these issues, and increasing the responsiveness and effectiveness of police and victim support services.

Legislation and Hate/Bias

In Canada, human rights legislation exists to deal with discrimination and with the distribution of hate propaganda. These laws are based on the idea that in a democratic society, in order to ensure the full participation of all individuals, an identifiable group's basic freedoms should not be threatened (Mock, 1996b).

Although this legislation is enforced both provincially and federally, the definition used in the Criminal Code for those who need protecting is limited to considerations based on race, colour, religion, national origin, or sexual orientation. Persons and groups falling outside of those lines may not be afforded the same sort of legal protection. It has also been argued that these legal responses are not as aggressive in combating hate/bias-

motivated violence as in other countries like the United States, (Gilmour, 1994). This may be due to the lack of a coherent body of statistics and research that prove that hate/bias activities are a serious social problem requiring a hard-hitting, effective response.

Dealing With Hate/Bias and the Internet

The issue of hate and bias on the Internet is relatively complicated because it is unclear as to who bears responsibility for policing these activities in cyberspace (Brown, 2000). There have been some suggestions that this is an issue of free speech hence, one which falls under the jurisdiction of governments. Discussions of this kind often turn on whether or not laws on freedom of expression ought to be revisited with the aim of allowing for better control of the content of internet traffic. More realistically, however, may be the use of what are called on-line hate-blockers. Some Internet service providers (ISPs) have either blocked certain sites or encouraged users to implement filter software to block access to hate-sites.

A third, and possibly the most positive response to the spread of hate on the Internet, is the development of anti-hate sites. The idea behind these Internet sites is to counter the dangerous messages of hate sites with affirmative, anti-bias information. An example of this is Nizkor (www.Nizkor.org), a website created by British Columbia resident Ken McVay as a way of arguing against the claims of racist groups who use the Internet to convey their hateful ideas. While the efforts of ISPs and anti-hate sites are laudable, their implementation is so new that it is difficult to make judgements regarding their effectiveness.

Education

Those who work to eliminate hate/bias activities have continually emphasized the importance of educating children, as part of their school curriculum, about the dangers of these behaviours (e.g., *Strategies to End Racism*, 1999). It is believed that by starting early and teaching children at every level of the education system about the nature of hate/bias and how to deal with it effectively is an important, preventative measure.

In addition to educating children, it has been suggested that in-depth training for various sectors of society, focusing on effects of hate/bias activity (e.g., health care providers, workplace managers, police, judges, social workers, etc.) is also necessary (Faulkner, 1997).

Although educative measures have been taken up in certain pockets throughout Canada, (e.g., some school boards have incorporated an anti-hate component into the curriculum, certain workplaces offer "sensitivity training," etc.) there is no integrated, nation-wide protocol available to be implemented. A concentrated, co-ordinated public education strategy that details all aspects of hate/bias activity may well prove beneficial.

Community Mobilization

A key step in combating the harmful effects of hate/bias activity involves mobilizing community members to take action against this kind of behaviour. Engaging individuals within their community to react to hate/bias initiatives increases vigilance, and seeks to restore the solidarity that is threatened by hateful behaviour (Mock, 1996b). Fernandes & Costanzo (1996) suggest that, in order to develop long-term solutions to the problems of hate and bias, community members should work together to educate each other, to organize demonstrations, and to form constructive relationships with local media.

Police Services

Several police organizations throughout Canada have developed specialized hate crime units designed to track and respond to hate/bias activities. Although this is an important step in dealing with hate/bias, it has not yet become a universally mandated initiative.

Victim Support Services

One of the major impediments to reporting victimization is the lack of support that victims of hate/bias activities receive once having told their stories. In general, people are unaware of existing services that can deal with their experiences with hate or bias, either because such supports are not highly visible, or because they simply do not exist. Victim support programs, can better serve their communities by providing safe, multilingual outreach (i.e., by using cultural interpreters), with both educative and preventative components to all of its citizens.

Summary

The ways in which hate crimes and bias activities are described in the research literature vary according to their targets, legal definitions, and the range and the impact of these activities. Although this diversity of definitions can make it difficult to draw comparisons across settings, it demonstrates the numerous ways in which hate/bias activity can be expressed. In so doing, it offers individual localities multiple avenues for engaging with this threat to a civil society.

Findings

The Nature of Hate/Bias Activity in London

"It's like those movies you see where there's a beautiful university town, and then you hear about all the ugly things that are going on behind the façade."
(Key informant)

When asked to describe what hate/bias looks like in London, participants spoke of a conservative city in which these activities take many different forms. These individuals felt that while the actual incident may vary, hate/bias activities are expressions of a lack of acceptance for diverse people, cultures, or lifestyles.

The Victims and the Perpetrators

Participants told us that **victims** of hate/bias activities normally come from one or more of the following groups:

- Ethnic minorities
- Youth
- Members of different religious groups
- Members of the Aboriginal community
- New Canadians
- Homeless people
- Women
- Members of the gay/lesbian/bisexual community
- Seniors
- People with physical, developmental, or psychiatric disabilities
- Other marginalized groups

Regardless of which group(s) victims belong to, participants believed that the more *visibly identifiable* an individual is, the greater the risk of being targeted for a hate/bias activity. Whether people are paying attention to the colour of a person's skin, dress, or demeanor, their response is based on observable differences:

"People are very visual. If they *see* it, they react to it."
(Key informant)

When asked to describe who they believed to be the most frequent **perpetrators** of hate/bias activities, participants felt that hate activities initiated by sophisticated hate organizations are rare in London. Rather, they saw most hate crimes as being carried out by young males between the ages of 15 and 30 with either no ties, or loose associations to structured neo-Nazi groups. With regard to non-criminal bias activities, the people we spoke with identified average, xenophobic citizens as those most likely offenders.

Different Forms of Hate/Bias Activities

As described above, participants identified several different types of activities that are motivated by hate or bias. The examples people shared with us can be placed into the following categories:

Physical Assaults

One of the main types of hate/bias activity people referred to involved physical attacks. In most cases, physical expressions of hate and bias (including sexual assault) were described as occurring throughout London "on the street after dark". Examples of this include a coloured man being run over by a car driven by a white male and his companion, or members of different minority groups having objects thrown at them from moving cars while walking down the street:

"My sister and I were walking one night and [we had] rocks thrown at us. [Another time], a friend of mine was walking down the street...and a pick-up [truck] drove by, it reversed, and they threw an egg [at her] and it smacked her on the side of the face."
(Focus group participant)

In two instances, dogs were used in an assault. One of these cases involved a dog being set on a Muslim person who had responded with alarm after having been licked by the animal². In another case, a crowd of onlookers stood around and laughed as a seeing-eye dog was attacked in a park by an off-leash dog.

High schools were also seen as being places where bullying and inter-group conflicts often have physical consequences. One participant shared a disturbing story of a young, gay male who was prevented from leaving school property by a gang of students:

"They didn't [let] him pass. [A bunch of them] jumped on him and they beat him up...pretty badly. Some people are really ignorant and say, 'He's gay--he asked for it.'" *(Focus group participant)*

Intimidation and Harassment

Participants shared that another form of hate/bias activity that occurs in London involves intimidating or harassing people who are different in some way. Those with whom we spoke told us that intimidation and harassment can happen anywhere, including

² As explained by Dr. Munir El Kassem, Acting Imam of the Islamic Centre of London (Personal communication, October, 2001):

It is a scientific fact that some animals, both domestic and wild, may harbour certain parasites that are potentially harmful to humans. As a precaution, Islam requires of its adherents that they avoid contact with any moisture produced by such animals. A good example is the saliva of dogs. Although Muslims may come in contact with dogs, they should avoid doing so with the dogs' saliva.

workplaces, schools, and neighbourhoods. Verbal threats are the most common expression of this activity:

"I have been walking down the street and people will...deliberately lean [out of] their car and scream [profanities] at you for no reason at all."
(Focus group participant)

We also heard about incidents where more subtle expressions of xenophobia occur. Examples of this include being routinely ignored when asking questions in a group situation or trying to be served in a restaurant. A student we spoke with shared the following:

"I find that when I go to the malls, being a young adult, I get people always following me. I know they're supposed to take precautions...but why do they have to target students?"
(Focus group participant)

Distribution of Hate Messages

The third category of hate/bias activity participants referred to was the distribution of materials expressing hateful messages. One of the people we spoke with described an incident in which patrons of the local library would open books they had checked out only to find derogatory, racist pamphlets inside. Another example involves the distribution of hate literature at Gay Pride Celebrations:

"Every Pride...there's material that has been, at night, thrown on the grounds of where we have our Pride celebrations. It talks about...[gay people] going to hell, and that marriage is a state of union between a man and a woman, and that gays and lesbians shouldn't have children. People pick this stuff up, and *even at a Pride celebration*, they're constantly reminded that their community hates them...that they are something that is to be hated."
(Key informant)

In addition to written items, this group of activities includes the production of hate music and videos ("hate rock") and recorded phone messages ("hate lines"), and sending "hate mail". Thanks to the ease with which things can be accessed and the lack of monitoring, a growing medium for communicating hateful writing and ideas is the Internet:

"Anyone can create a web page. The Internet has a certain sanctity now...and it's not as though there are any boundaries about what can go on and who checks the truth."
(Focus group participant)

Property Damage

Participants also talked about the purposeful destruction of private property as a hate/bias activity that occurs from time to time in London. Property damage has involved, in most cases, defacing areas belonging to particular community groups. For example, in recent years, a Jewish cemetery was desecrated, a synagogue was vandalized, and a building used by the local gay/lesbian/bisexual organization was spray-painted with offensive graffiti.

Hidden Hate/Bias Activities

The final category of activities that participants shared with us had to do with the less visible, "hidden" forms of hate or bias. These instances of hate/bias are more difficult to point out or prove, yet they can be very damaging. One participant explains:

"[It] doesn't necessarily have to be a crime. People that are "different" are shut out on a daily basis... They're not provided [equal] access to services, [and they] don't get the same level of respect [that others do]."
(Key informant)

Others we talked with spoke about hidden types of hate/bias activities that exist in the various community institutions like the medical system, legal system, and education system. According to one participant, the workplace is another place where these types of incidents occur. He explained that often times, minority individuals are given promotions, but are then not given the proper training to adequately carry out the tasks required in the new position. This works in favour of management because they look good if they promote a coloured person, but are still able to protect these positions because not providing these people with training causes them to perform poorly, ending up in their termination.

The Extent of Hate/Bias Activity in London

"I don't think there [are] a lot of hate crimes in London...but there's a lot of hate."
(Key informant)

Most of the people we spoke with had some level of personal and/or professional familiarity with hate or bias, and could relate stories in which either they themselves or someone they knew had had direct experience with these activities. In general, therefore, participants felt that hate and bias have a significant presence throughout London.

A Growing Trend

While newcomers to the area may see hate/bias activities as seemingly random events, if at all, one participant shared that Londoners are starting to learn more about the "seedy

underbelly" that exists in the city. When asked to describe their sense of the extent of hate/bias activities in London, most participants described this as a "growing trend".

Some participants explained the apparent rise in hate crimes and bias activities as a reaction to the influx of immigrants to the city that has occurred over the past 2 decades. Along with efforts to encourage and to celebrate diversity, this is seen by some as constituting a challenge to London's perception of itself as a white, middle-class place. Others may see this as undermining their way of life or what they perceive to be Canadian culture. However, accounts of the rise of hate and bias activity that formulate it as a reaction to a perceived threat risk diverting attention from the subtler forms that hate and bias may take, and the role of ordinary citizens and public institutions in creating a climate that is conducive to the expression of hatred.

An alternate explanation, however, focuses on increases in education and awareness as helping people to better identify and more effectively respond to hate and bias activities. According to one participant, a lack of public and police awareness around these issues have previously allowed these incidents to slip through the cracks:

"It looks like [it's a] growing trend and that more and more is happening, but really, [even though these crimes are still very underreported], public awareness is increasing and the police know more about what to look for."

(Key informant)

Police Data

The preceding view is given indirect support by police statistics that show that both the reporting of, and arrests for, hate crimes rose in general between 1997 and 2000. The breakdown of police statistics within this four-year period is depicted in Figures 2 to 5³, below.

Police statistics are generally regarded as an *underestimate* of hate activity. There may be several reasons for this. The first concerns the role of individual police officers in making an initial determination that a hate-motivated activity has indeed occurred. In many cases, this is a subjective determination that relies on the availability of evidence, the existence and cooperation of witnesses, and on the training, skill, and motivation of the attending officer. Secondly, law enforcement agencies usually focus principally on acts that fall under the Criminal Code of Canada. If insufficient grounds exist for the determination that a call relates to a hate crime, as specified in the criminal code, it may not end up being documented in police records in a way that lends itself to reporting. Victims and witnesses may be fearful of calling police to investigate a possible hate crime. This may stem from several factors. Those documented during the present study include:

³ Source: London Police Force records (statistics and incident reports).

Figure 2. Police statistics breakdown for 1997 (n=23).

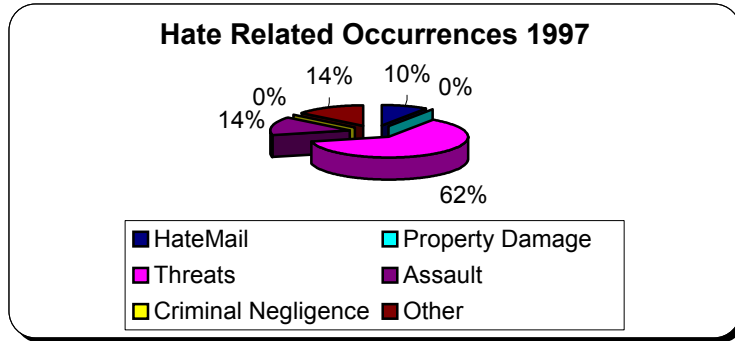


Figure 3. Police statistics breakdown for 1998 (n=8).

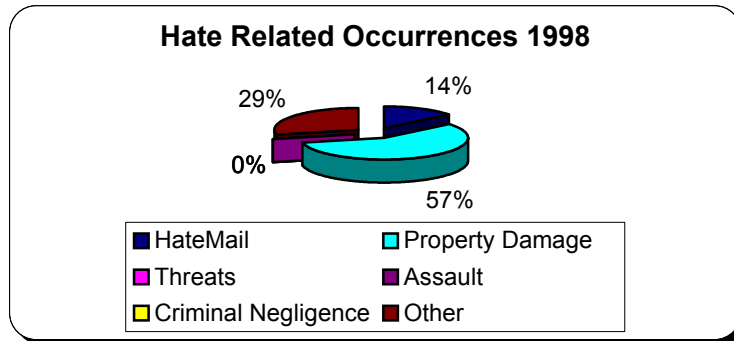


Figure 4. Police statistics breakdown for 1999 (n=28).

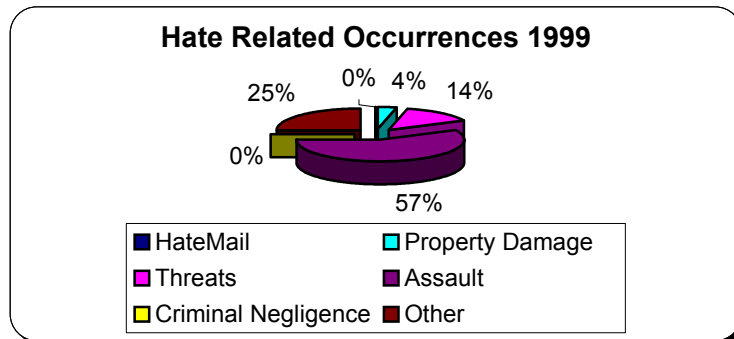
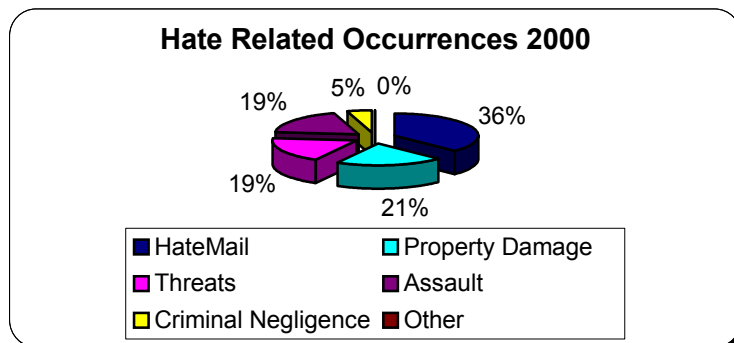


Figure 5. Police statistics breakdown for 2000 (n=43).



- Mistrust of a specific police force on the basis of past experiences or hearsay;
- Fear of formal institutions as a result of negative experiences with the authorities in other countries⁴
- Mistrust of the impartiality of the criminal justice system
- Fear of retribution by the perpetrator(s)
- Lack of knowledge of what constitutes appropriate grounds for calling police

Sometimes several of these factors can act in concert with other conditions to create significant barriers to reporting hate activity. For example, university and high school students belonging to groups of visible minorities told us of the reluctance that they sometimes felt in reporting a suspected hate crime to police. They explained this as stemming from a sense, from past experiences, that their age, the contexts of the incidents (on campus, in shopping malls), and their status as visible minorities would lead the authorities to question the veracity of their claims.

Similar experiences were recounted by respondents who self-identified as gay or lesbian youth. From a classification point of view, numerous assaults by teenaged girls on peers wearing the hijab (the head covering worn by some female Muslims) suggest the likelihood of hate motivated activity. However, it can be a daunting task for a young female victim to allege a hate-motivated activity to a school authority or to a male uniformed officer. In the absence of concrete evidence of a hate motivation behind the attack (such as proof that a racial slur was uttered during the assault), it may be treated simply as an altercation among teens. During the course of the present investigation, all of these factors were cited by key informants and focus group participants as having an impact on both the process and the results of reporting hate crimes in London.

Despite these limitations, several things stand out from the preceding figures. Notice that four kinds of hate-motivated activities rose to prominence during the period represented by the data. These are:

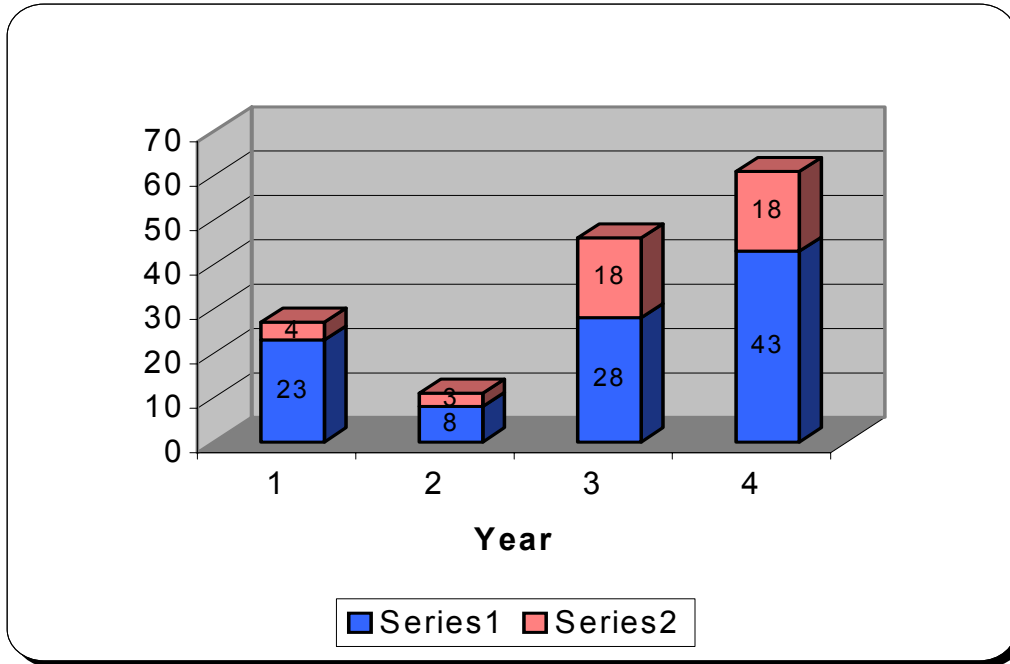
- Hate mail
- Property damage
- Threats
- Assault

Perhaps more importantly, the preceding four figures show that the relative composition of various kinds of hate activity shifted from year-to-year. We are unable to explain the reasons for these changes. However, we believe that they speak to the importance of recognising that **hate activity is a moving target**, from the standpoint of intelligence and enforcement. There are two implications that we draw from this conclusion. The first is that **the means for addressing hate crimes and hate activity must be as diverse and as sophisticated as the activity itself**. The second is that, **in the long-run, preventive efforts will bear more fruit than will reactive strategies**.

⁴ For example, new Canadians who are refugees from oppressive regimes may have a justifiable wariness of government agencies.

In spite of the complexity described here, police and the community have together been increasingly successful in detecting and pursuing suspected incidents of hate crimes. Our data show that, not only did the number of calls increase in the year 2000, but the proportion of arrests to calls taken increased overall during the period that we examined. This is illustrated below in Figure 6.

Figure 6. The proportion of hate related arrests to calls during the four-year period 1997-2000.



* Series 1 = calls, Series 2 = arrests

One of the factors that might be contributing to the positive trend shown in Figure 6 is the number of training opportunities that police have had since 1997. The number of opportunities taken by police to train their field officers in detecting hate crime, and in understanding various ethno-cultural and faith communities has declined recently. However, the total complement of officers who had received training from the Ontario Police College, through contacts with other jurisdictions, and through in-service training by members of different ethno-cultural and faith communities, increased from 1997 to 1999. This may have resulted in a greater number of better trained field officers and somewhat better communication between the police and the community than had been the case up until 1997. As a result, it is possible that the overall capability of the police to address hate crime has increased.

The Print Media as a Platform for Disseminating Helpful and Harmful Views

Our comparative scan of print media for the period 1997-2000 generated a total of 494 articles, editorials, and letters to the editor for five newspapers serving London (*London Free Press; University of Western Ontario Gazette*) and three similarly-sized urban areas

in Ontario (Ottawa – *Ottawa Citizen*; Hamilton – *Hamilton Spectator*; Waterloo Region – *Kitchener-Waterloo Record*). Table 1 shows a summary of the characteristics of these accounts of hate activity.

Table 1. Numerical summary* of print media articles, editorials, and letters to the editor dealing with hate activity for the period 1997-2000

Format of piece/Issues	Newspaper				
	<i>Ottawa Citizen</i>	<i>Hamilton Spectator</i>	<i>Kitchener-Waterloo Record</i>	<i>UWO Gazette</i>	<i>London Free Press</i>
Total # of pieces per paper focusing on "hate" or "bias" activity	20	51	57	48	318
Proportion of total pieces per paper reporting local incidents of "hate"/"bias" activity	15%	18%	12%	21%	11%
Proportion of total pieces per paper reporting incidents of "hate"/"bias" activity occurring outside of the community (i.e., in another city or country)	35%	45%	61%	6%	23%
Proportion of total number of commentaries per paper dealing with "hate" or "bias" activity (including editorials/letters to the editor)	45%	61%	9%	60%	47%
Proportion of total number of pieces per paper dealing with responses to "hate" or "bias" activity	5%	20%	18%	13%	19%

*Rounded-off figures

As Table 1 shows, **the print media in London published almost three quarters of all of the pieces dealing with hate crime and bias activity during the period studied.**

The *Hamilton Spectator* led in two of the four categories examined (the proportion of the total number of commentaries per paper dealing with "hate" or "bias" activity [including editorials/letters to the editor] and the proportion of total number of pieces per paper dealing with responses to "hate" or "bias" activity), and the KW Record led in another category (the proportion of total pieces per paper reporting incidents of "hate"/"bias" activity occurring outside of the community). Although these two other papers can be seen as leading in these respective categories, **London readers have been exposed to a comparatively larger amount of material related to hate activity through their local papers than have residents of similarly sized cities in Ontario.** The comparatively larger volume of space devoted to hate/bias activity in the *Free Press* and in the *Gazette* may help to explain the extent to which the people we spoke with oriented to these outlets as either contributors to the problem, or as venues through which constructive change could be accomplished.

These figures also support peoples' sense that editorials and letters to the editor represent key platforms for either hate mongers or for those working to combat hate mongering. In both of the London papers that we examined, commentaries judged to be either about hate/bias, or having the potential to reinforce hate and intolerance, constituted a disproportionate share of the total space devoted to these issues. In both the university community and the community at-large, newspaper commentaries represent an important forum for dialogue about hate and bias activity.

Similar Experiences

More similarities than differences were found among participants' accounts of their experiences of hate/bias activity across various groups in the community. Among the people we spoke with, most had experienced some form of "hidden" hate/bias activity, intimidation/harassment or property damage to a greater extent than the distribution of hate literature and physical assaults. According to one participant, anything that makes you "different" in some way puts you at risk of being targeted as a victim:

"Everyone suffers to a certain extent...[depending on] skin colour, culture, ethnic origin [etc]."
(Key informant)

One key informant who identified herself as a person with a disability suggested that ignorance rather than hate was more often behind the experiences of disabled people with discrimination. However, the impact of discrimination on victims was similar to that experienced by victims of hate motivated activity. Many of the suggested solutions were also similar (see below). To paraphrase a number of key informants from a variety of backgrounds,

If they would just listen to us, we have many of the answers to these issues.

Different Perspectives

There were differences in participants' perceptions about the frequency and intensity of these incidents across certain groups. For example, although some participants described hate/bias activities as occurring on an infrequent basis, others suggested that certain groups are targeted more frequently.

For example, for many members of local First Nations communities, the experience of hatred is a constant, threatening feature of everyday life:

"...The oppression has been [going on for] hundreds of years and the effects are still overwhelming."

(Focus group participant)

Similarly, members of the Muslim community – one of the largest in Canada – have also expressed concern that, despite a presence in London of almost a century, their brothers and sisters continue to be victimised.

"...The Muslim community of London is one of the most discriminated against, a fact that is often not acknowledged."

(Discussant at meeting)

Londoners were generally either "concerned" or "very concerned" about the existence of such activities in their city. Many of the people we spoke with shared the sentiment expressed by one participant:

"I would be very concerned even if one person was a victim of this [crime or activity]."

(Key informant)

Nineteen City Councillors and Controllers were mailed surveys that invited them to share their opinions about the political importance of hate/bias issues (Appendix C). Seven responses were received. More than half of the respondents indicated that hate crimes and activities are *not* a serious problem in London.

The Causes of Hate/Bias Activity in London

Participants' views about the causes of these incidents were similar across the various stakeholder groups. In particular, a lack of education, inter-group conflict, increased access to hateful ideas, and the conservatism of many Londoners were cited as being the main roots of hate/bias activity. We were also told that the fact that many local citizens work to deny the existence of these activities and the threat they pose further complicates this situation.

A Lack of Education

One of the primary roots of these problems has to do with a general lack of education about diversity throughout the community. The Londoners we spoke with pointed to the absence of a coherent, concrete academic program whose purpose is to increase awareness about diversity in youth from kindergarten through high school. Many participants pointed to a curriculum that doesn't educate students about different customs and traditions. Native culture is one of these:

"[We need] to have more resources in the schools, starting right from kindergarten, about the Native people and how they were the original inhabitants of North America.
(Focus group participant)

In addition, the Londoners we spoke with identified a shortage of awareness about diversity among the different local services. For example, one participant shared that in the gay/lesbian/bisexual community, people have had such difficulties with getting adequate medical care, or receiving proper legal representation. In response to this, their community has had to develop a list of services in London that are "gay positive" where gay/lesbian/bisexual individuals can feel safe to go to. While training in this area has increased in the field of law enforcement, other organizations in the community also need education and guidance around how to identify and deal with people from diverse cultures and people with different lifestyles in their work.

Inter-Group Conflict

Inter-group conflict is the second cause of hate/bias activity discussed by participants. In particular, the Londoners we spoke with shared that the occurrence hate/bias activities are not limited to instances in which the majority targets diverse groups. In some cases, different marginalized groups will target each other, usually because of political and cultural conflicts occurring elsewhere in the world. This is especially true in high schools and universities where tensions are often played out between students:

"There's very few immigrants at that [high] school so they really don't have trouble."
(Focus group participant)

"There's always a lot of...conflict between different cultural groups on campus. [They have] constantly conflicting views and conflicting opinions, and they like to protest each other's events."
(Focus group participant)

Increased Access to Messages of Hate

The third root of hate/bias activity involves the increased access that average citizens have to hateful, discriminatory messages. As previously described, hate literature in its various forms appears to be increasingly accessible, mainly through its availability on the Internet. Another way that messages of hate are spread throughout the community is through the local print media. In particular, participants felt that the local newspaper has been used as a forum for promoting intolerance and outright hate. It was suggested that these messages are most often propagated through letters to the editor. On other occasions, it is journalistic representations of different groups in the context of news stories that can serve to foster prejudice.

"The media, whether consciously or unconsciously is contributing to creating a biased or (hateful) attitude towards the Muslim community."
(Focus group participant)

"I think the media has played a part in (contributing to hate/bias by) negatively portraying certain groups. Native Canadians, for example, they aren't portrayed very nicely."
(Focus group participant)

Many participants felt that increased access to ideas supporting hate and bias works to reinforce the views of people who already hold prejudicial attitudes, and helps to foster these attitudes among those who are susceptible to developing.

"For the person who, for whatever reason, has some feelings about [some] group, those feelings can probably be...enhanced and substantiated [by seeing that others feel similarly]."
(Focus group participant)

Extreme Versions of Conservatism

Some of the Londoners with whom we spoke suggested that an important root cause of local hate/bias activity is a strong conservative element in the city. They described *extreme* versions of both social and religious belief systems.

"[The] London community at large has a strong religious presence. This contributes to the bias [that certain marginalized groups] experience."
(Focus group participant)

The respondents who held these views suggested that adversaries of social change attributed their opposition to their religious beliefs. In most cases, informants described the impact of ambient conservatism as creating a *climate* conducive to intolerance, rather than as being directly implicated in inciting hatred. We found support for this view in letters to the editor and in opinions published in the *London Free Press*, in which the authors used their interpretations of religious texts to justify their opposition to things like the Canadian Charter of Rights and Freedoms.

However, in several cases, respondents alleged that lay and ordained clergy had made disparaging remarks against minority groups during occasions of public worship. Others offered the opinion that elected officials sometimes act against their own convictions for fear of not being re-elected. For example, one key informant suggested that, in her riding, social and religious conservatives used their voting majority to influence the positions taken by elected officials.

Key informants and police incident reports also revealed that members of different community groups sometimes use accounts of religious polarisation to warrant their conflict with one another. In these cases, we were told that these accounts were overlaid against a backdrop of international conflict notably, conflict in the former Yugoslavia and conflict in the Middle East.

At the same time, we also heard many accounts of the importance of inter-faith dialogue and ecumenical worship as ways of counterbalancing some of the aforementioned forces. Joint pronouncements in favour of mutual understanding by local Muslim and Jewish clergy were cited as important contributors to more open inter-group dialogue in London.

Comparing London to other Canadian cities, some of these respondents expressed the view that London is more traditional and less tolerant of diversity. In general, they felt it lagged behind the rest of the country in terms of its ability, as a community, to embrace diversity. One respondent suggested that the city is "thirty years behind".

"London is such a conservative city. It's not like a Toronto, or like L.A...heaven forbid someone be gay in London. It just makes people very uncomfortable."
(Focus group participant)

The issue of social and religious conservatism figured in a number of accounts of the causes and the solutions to hate and bias activity in London. A common thread in these accounts concerns the difficulty of confronting these issues without giving offense to the majority of the faithful who would never link their religious convictions to hate activity. As conservatism in its various forms remains part of the discourses of and about hate in London, there is a need to create processes for dealing in a sensitive and respectful way with these issues.

Denial

A strong theme that emerged from our data involves the concept of "denial". Most participants felt that many Londoners are concerned with 1) refusing to acknowledge the diversity that is growing in the city, and 2) denying that any problems exist *because of* this diversity. According to one participant, London does not like to see itself as having problems, so there is a lot of "image management" that occurs:

"We're not an integrated city in many ways...but we like to keep a nice face." (*Key informant*)

Many participants felt that by denying the presence of hate/bias activities, there is no way of dealing with them. Instead of these problems just disappearing by not recognizing them, hate and bias simply persist. One participant blamed a lack of leadership as one of the reasons for this:

"I think [hate crimes and bias activities are present] to a large extent, but people in responsible positions are not taking the appropriate role...Part of it is that they don't understand, part of it is because they want to close their eyes to it [because if they talk about it the problem might grow], and part of it is that they sincerely think it's [more innocent than it is]."
(*Key informant*)

Regardless of the reasons behind this denial, participants felt that it is necessary to acknowledge the fact that hate/bias activities *do* exist in their city, to learn more about the issues, and to deal with them constructively. To not do so allows them to continue:

"When you say people are throwing eggs at you, [you hear] 'Not in London.' if you said that in Toronto, they'd say, 'Oh yeah, well Toronto has problems. We believe you.' With 'Toronto has problems, we believe you' comes help."
(*Focus group participant*)

The Impact of Hate/Bias Activity in London

"[Hate/bias activities] don't just affect the victim...they affect *all* of us."
(*Focus group participant*)

When asked to tell us about the impact of hate/bias activity on Londoners, participants spoke of consequences for the individual (both physical and psychological) as well as effects on the community at large.

Effects on Individuals

For individual victims, the **physical effects** of being victimized by a hate crime were described as short-term, usually with minor physical consequences. In a few cases, however, people have sustained long-lasting, fatal injuries that have resulted in death. Participants felt that physical attacks could happen anytime and anywhere, and likened downtown London to an inner city environment in which they did not feel safe:

"To compound my fears about [being attacked]...I'm not only a woman, but I'm a *black* woman. I feel like I'm targeted twice."
(Focus group participant)

Often more serious and persistent than physical outcomes were the **psychological impacts** of being victimized. For example, those who have suffered through a hate crime or experienced a bias activity may feel any or all of the following:

- Trauma

"[Aside from the short-term impacts], there's the months and years afterwards of constantly knowing [an attack] could happen anytime." (Key informant)

- Shame

- Stress

- Fear

"Some people just drop out of society."
(Key informant)

- Low self-esteem

- Lack of aspirations for the future

"[Being victimized] really limits [a person's] view of where they can go and what they can do in the world."
(Key informant)

- Isolation

Participants identified helplessness as perhaps the most difficult psychological obstacle for a victim to overcome:

"If your house gets broken into, you can buy new locks, or get a security system...But if you're a victim of a hate crime, you can't do anything to prevent being a victim again."
(Key informant)

In terms of a victim's response to hate crimes or bias activities over time, some participants spoke of an overwhelming need to "hate back" while others responded by wanting to "fight back":

"I think for myself it made me more prejudiced than I had ever been before I moved here...It made me want to step back and not mix with the community. I am trying my [best] not to raise my kids to be prejudiced, but I [slip sometimes]."
(Focus group participant)

Effects on the Community

In speaking about London as a whole, participants felt that the effects of hate activity on the community can have lasting consequences for all of its members. These outcomes can include:

- Unrealistic and exaggerated panic
- Fragmentation/segregation between different groups
- Distrust between different groups
- Loss of valuable members of the community (people who don't feel welcome often relocate)

"[These activities] really undermine [the] building of understanding and tolerance."
(Key informant)

"[Hate/bias activities] make communities fester about other communities."
(Key informant)

Participants, therefore, felt that the inter-group conflict and division work against developing an appreciation for members of the larger community, and prevent opportunities for problem solving through constructive dialogue.

Addressing Hate and Bias in London

"When you say people are throwing eggs at you [because you are black], they go 'not in London'.

If you said that in Toronto, they'd say, 'Oh yeah, well Toronto has problems – we believe you.'

But not in London. With 'Toronto has problems, we believe you' comes help."

(Focus group participant)

All of the people we spoke with told us that there is a definite need for London to take action and to respond to hate and bias in the community. Most agreed that although reactive strategies are necessary, they are costly because 1) the damage has already been done, and 2) support services are expensive to maintain. Constantly staying in the "responding mode" was likened to "spinning your wheels":

"We [can't be] reactive all the time...we can't *still* be *reacting* to all of these things 50 or 60 years from now."
(Key informant)

Participants suggested that energies should be focused on responding to hate/bias activities and on supporting victims of hate crimes, but at the same time, proactive strategies for the future need to be developed.

For example, of the seven councilors/controllers who responded to the questionnaire described earlier, five offered specific suggestions for how hate-motivated behaviour

should be addressed. Many of these suggestions focused, in some way, on educational interventions. A number focused on the importance of leadership from municipal government and on financial support to community based initiatives. The solutions proposed by these respondents are listed, in their own words, in Table 2 below.

Table 2. Solutions proposed by respondents to city councilor/controller questionnaire.

What should be the main focus of efforts to reduce/eliminate hate activity in the City of London?	What role can/should City Council play in reducing/eliminating hate activity from the City of London?
<ul style="list-style-type: none"> • Education • Public discussion/information • Promote positive actions • Dedicated hate crimes unit, London Police • Public attention • Hotline • Focus on real victims • Establish baseline data • Financially support agencies dealing with victims • Develop and IMPLEMENT the Race Relations Action Plan • Support LRRAC [London Race Relations Advisory Committee] and Hate Crime [Hate Crime and Bias Activity Steering Committee] to coordinate activity 	<ul style="list-style-type: none"> • Be good role models/be examples • Assist school programs • Encouraging community information/education • Policy implementation • Continue to support its advisory committee • “walk the walk” on its policies (inclusion, race, accessibility, etc.) • share resources, ideas, etc. with the school boards, Fanshawe [College], [University of Western Ontario] • Provide public forum for discussions • Citizen advisory committee • Promote education • Focus public scrutiny to embarrass the bigots • Provide “model” government – we should have the best practices and exemplary policies • Provide financial support to agencies serving victims of hate crime • Support financially public education programs via police, community agencies, media, and other interested parties • Support our volunteers through training, education (annual conference and seminars)

The foregoing understandings about the nature of hate activity in London, and how it ought to be addressed, appear to be in line with grassroots feelings about these matters. When asked to make specific suggestions for change, key informants and focus group participants described 4 areas that need to be addressed: education, policy/ legislation/ enforcement, support services, and community mobilization. Each of these is described in turn below.

Education

"I'm not sure how you deal with [hate/bias activities] except to start with education. That's not the whole solution, but that's how you start."
(Focus group participant)

First and foremost, participants expressed a need not only for more education, but also for this to begin at very young ages. The classroom was referred to as being the place that ideas and plans for the future of our communities are shaped. Learning to celebrate diversity of all kinds is, therefore, an important component of this:

"We teach our kids to read and write, but isn't the real purpose of an education learning how to live with other people? Until we do this [all other solutions to the problem of hate] are just Band-Aids."
(Focus group participant)

In addition to education for youth, participants pointed to a need for increasing awareness of these issues throughout London, for example in the workplace, the government, and across different ethno-cultural and faith communities. The Londoners we spoke with also pointed to a need for ongoing training for people in different local organizations/institutions (e.g., social services, legal, medical, etc.) on how to identify and respond to hate/bias that might arise in their work.

While these formal ways of sensitizing people to hate and bias are important, *informal* approaches to facilitating understanding and communication between groups also need to be developed. Participants felt that this would work to reduce the differences upon which people base hate and bias:

"Basically, we just need to provide the space and opportunity for people to meet each other and get to know each other."
(Key informant)

Support Services

"I think first and foremost, we need to provide...more services for those who have been victimized."
(Key informant)

As described earlier, participants saw support services for victims as an important part of dealing with the short-term and hopefully longer term consequences of being targeted for a hate crime. Participants felt, however, that in many cases, victims avoid seeking support for several reasons (e.g., fear of backlash, shame, etc.). Therefore, those developing new supports or expanding on existing ones need to focus on creating a safe environment for victims:

"[A victim of a hate crime] needs safety in [reacting], safety in...seeking our support services, and safety within those services."
(Key informant)

In addition to feeling unsafe, participants felt that victims also avoid reporting hate crimes because services are not coordinated. Instead of receiving assistance immediately, one can get lost in the shuffle between the different services, and give up trying to get support:

"...It's hard to be a victim of a hate-motivated crime because you have to call 15 numbers to get help."
(Key informant)

Policy, Legislation, Enforcement

In terms of legislative changes, the people we spoke with pointed to a need for more active work in changing public policies so that hate and bias can not be justified under the law. According to one participant, perpetrators often suffer no penalty for carrying out a hate crime because of the loopholes that exist in current legislation:

[The Criminal Code of Canada] is still a place where excuses [for hate-motivated crimes] can be made."
(Key informant)

Participants acknowledged the increased responsiveness and sensitivity of local law enforcement with regard to hate/bias activity. In addition to legislative changes, therefore, it was suggested that training in identifying and reacting to hate crimes continue for the police. Participants were hopeful that in addition to increasing the reporting and prosecution of these crimes, a growing police presence would work to deter potential perpetrators from offending.

Community Mobilisation

"Hate-motivated people are a small group, but they have a lot of power. [We] need to take back that power."
(Key informant)

The final category of changes suggested by participants was in the area of community mobilisation. Those with whom we spoke discussed a need for support from people in positions of power in the community. According to one participant, any community mobilisation effort that occurs in London needs to have leadership that says:

"This is a place where we won't tolerate hate/bias...[Standing out against hate/bias] is an important aspect of life in London."
(Focus group participant)

Currently, London works to celebrate diversity through events such as cultural celebrations and Pride Week. While these are valuable and should continue the people we spoke with pointed to a need to direct mobilisation efforts towards changing the social belief system. For example, years ago, driving while under the influence of alcohol was not only tolerated, but was not seen as negative in any way. Currently, however, the norms of society have shifted and drinking and driving is not only frowned upon, but there are stiff, legal penalties that prohibit this activity. Participants would like to see similar paradigmatic changes occur with regard to the discriminatory ideas that underlie local hate/bias activities.

Summary of Findings

The Nature of Hate/Bias Activity in London:

The literature defines "hate" or "bias" on several dimensions when discussing:

- The target population (i.e., narrow vs. broad definitions of the victims of hate/bias);
 - Legal definitions of hate/bias activity (i.e., illegal vs. morally wrong actions);
 - The range of activities that are defined as being motivated by hate/bias (i.e., narrow vs. broad);
 - The victim's response(s) to the hate/bias activity (i.e., internal vs. external);
 - The impact on the individual (i.e., self-blame vs. blame the other); and
 - The impact on the system (i.e., little vs. great).
- The Londoners with whom we spoke defined hate crimes and bias activities as expressions of a lack of acceptance of people who are different in some way. This lack of acceptance is expressed through both the day-to-day interactions between community members, as well as hate/bias that is built into the various systems or institutions in London.

The Extent of Hate/Bias Activity in London:

- We found more similarities than differences among participants' accounts of their experiences and their views of the causes of hate activity. However, there are notable differences in the frequency and intensity of differences across various groups in the community.
- The number of complaints received by police related to hate activities rose between 1997 and 2000, with a drop occurring in 1998. The proportion of hate related occurrences catalogued by police that involved violence, or the threat of violence (not including hate mail), hovered at just over half to just over three-quarters of recorded incidents during this period. The proportion of arrests made rose significantly over the period studied. In 2000, 18 arrests were made out of a total of 43 occurrences that were coded initially by the investigating officers as being hate related.
- Community members said that hate/bias activity happens throughout London on a daily basis, ranging from overt, violent incidents (e.g., assault, vandalism) to disturbing, systemic cases of xenophobia (e.g., discrimination, distribution of hate literature).
- For some members of the community, hate and discrimination are a part of their daily lives in London.
- Some people said that discrimination and abuse both from people in positions of power as well as from ordinary citizens affected their lives continually and in many ways.

- People spoke of institutional policies and occasional overt abuses of power in these organizations as being barriers to them having inclusive relationships with major public institutions.

The Causes of Hate/Bias Activity in London:

- A general lack of education about diversity and **how the media portrays certain groups** were identified by participants as contributing to a climate in which hate/bias activities are implicitly condoned.
- Participants believe that **those in the community with power and privilege see this power as their right** - this is seen as contributing to the kinds of systemic discrimination that safeguards their privileged positions and allows hate-related activities to continue to happen.
- Participants felt that many community members are in denial about the fact that local hate/bias activity is a serious problem.
- The issue of social and religious conservatism figured in a number of *accounts* of the causes and the solutions to hate and bias activity in London. A common thread in these accounts concerns the difficulty of confronting these issues without giving offense to the majority of the faithful who would never link their religious convictions to hate activity. **As conservatism in its various forms remains part of the discourses of and about hate in London, there is a need to create processes for dealing in a sensitive and respectful way with these issues.**

The Impact of Hate/Bias Activity in London:

- The Londoners we spoke with describe hate/bias activity as affecting people both physically and psychologically.
- The *physical effects* are usually short-term, though serious injury has been reported as being a result of hate-motivated attacks (e.g., some community members feel that a recent pedestrian death was a racially motivated homicide).
- Often more serious and long-lasting are the *psychological impacts* (e.g., trauma, shame, stress, fear, low self-esteem, self-hatred, lack of aspirations for the future, self-harm, alcohol/drug dependencies, helplessness, isolation, etc.).
- People said they do not feel safe in their surroundings, and believe that attacks can happen anytime, anywhere. For example, some felt that downtown London after dark is similar to a dangerous, inner city environment.
- While some Londoners express a desire to "hate back," others describe wanting to "fight back".
- With regard to the community at large, some see general panic, fragmentation, segregation, and distrust among different groups in the city as the consequences of hate/bias activity.

Action Plan: Recommendations, Implementation Objectives, and Accompanying Indicators

Recommendations

The following recommendations include some that can be implemented directly by order of City Council, and some that require the actions of other community organisations. Those that do not fall directly under the purview of Council are included here because they follow from the research data. They should be directed to the most relevant organisations.

On the basis of a synthesis of the findings reported during the recent community forum (July 18, 2001, at London City Hall), and the feedback that we obtained from participants at the forum, we offer the following recommendations to the Hate Crime and Bias Activity Steering Committee. These recommendations are to serve as a starting point for the development of an integrated action plan for addressing hate crimes and hate motivated activity in the City of London.

Our recommendations are grouped into three main areas of concern. These are:

- Policy, legislation, and enforcement;
- Education and support; and
- Community mobilisation.

In offering our recommendations in this format, we wish to emphasise the multi-faceted approach that we have concluded will be necessary to address such a complex problem as hate motivated activity in London. We see these recommendations as very much **building upon existing strengths in the community**. Indeed, one of the key insights generated during the study was the extent to which people are working every day in London to combat and prevent hate crime and hate motivated activity.

I. Policy, Legislation, Enforcement

1. The Corporation of the City of London must take the lead in responding to the presence of hate motivated activity on-site by creating and ratifying a **hate crime and bias activity policy**.
2. The major public institutions in London (The Corporation of the City of London, the police and fire departments, health care institutions, and educational institutions of all levels) should work together to craft a set of **shared standards** for both responding to, and preventing, hate motivated activities within their jurisdictions.
3. The **hate crimes and activities hotline** should be continued and evaluated within a specified period of time, preferably within 2 years from its inception.
4. The Corporation of the City of London should create and sufficiently empower an **office to deal with hate crime and bias activities**. The person heading this office should be sufficiently qualified, be of a sufficiently senior level within the civic administration, and be sufficiently autonomous to be able to

speak with authority and independence to the issues under his or her purview. This person might report directly to the Board of Control or to the Community and Protective Services subcommittee of City Council. It should be advised by a committee composed of a cross section of key community stakeholders. The office should be assigned a research assistant and clerical person as support staff. These positions could be funded over 3 years, at which time the relevance of the office could be reassessed via a formal evaluation of its process and impact. **Funding** for this position could be assembled from among the following potential sources:

- Civic Administration
- London Community Foundation
- Ontario Trillium Foundation
- Canadian Heritage
- Canadian Race Relations Foundation
- Private and corporate donations

The **activities** of the office to deal with hate crime and bias activity would include, but not be limited to the following:

- Educating the community about hate/bias in London, how to respond to it, and how to prevent its occurrence
- Acting as a clearinghouse and referral source for information having to do with hate crime and bias activity
- Respond to requests to facilitate dialogue between community groups
- Work with various stakeholders (civic administration, citizen groups, law enforcement, private institutions) to coordinate integrated responses to hate/bias activity in London
- Work with local organisations and groups to coordinate the collection and analysis of information on hate activity for the purposes of identifying and tracking hate activity in the City of London
- Conduct community outreach to listen to the views and experiences of community members and to encourage the reporting of suspected hate motivated incidents
- Consult with local organisations around education and prevention
- Facilitate the development of local resources for mediating between groups and individuals in conflict and for arbitrating individual cases as may be warranted (this may include such things as brokering mediation opportunities, acting as a resource in the development of educational materials, and participating in the development of proposals to fund educational and other local initiatives)

II. Education and Support

1. **Mandatory and relevant ongoing education and training** about hate and bias activity, and how to recognise it, should be initiated/resumed by all civic institutions, notably the police department (where this has appeared to have been beneficial and helpful in the past), city councilors and controllers, the office of the crown attorney, and the judiciary. This should happen within a **specific timeframe** - ideally the three years suggested as the pilot period for the proposed office to deal with hate crime and bias activity. The process and the impact of this training should be evaluated within each participating organisation.
2. **Broad education on all kinds of discrimination** (for example: discrimination against people on the basis of ethnocultural and religious backgrounds, disability, socio-economic status, age, sexual orientation, gender) should be implemented within local school boards. This education should be available to both teachers and to students. It should be delivered by teachers *and* by representatives from local community organisations of people who represent these experiences and orientations. Education of this kind should be mandated by the boards of education.

Hate Crimes and Bias Activity in the City of London

3. **Educational curricula** in primary and secondary schools should use materials that are representative of the diversity that exists within the community and the country.
4. A task force drawn from the Police Services Board, the London Police Department, and the Hate Crime and Bias Activity Steering Committee should be struck to *consider* the value and the feasibility of creating a **dedicated hate crimes unit** within the police force.
5. The **media should be educated, and educate itself**, about how to report hate activity appropriately (e.g., without sensationalising an event), and about how to report on issues involving different community groups so as not to perpetuate stigmatising portrayals. Educational outreach to the media could be provided by the office to deal with hate crimes and bias activities.
6. **Social marketing** should be used to **educate residents** about the traditions and contributions of new Canadians to life in London.
7. Multicultural and settlement organisations should **educate new Canadians** about:
 - The different forms that bias may take
 - How to empower themselves to resist systemic and incidental biases
 - How to respond to discrimination
 - How to avoid inadvertently behaving in a biased way towards others
 - Their **rights and responsibilities** under the Canadian Charter of Rights and Freedoms and the Ontario Human Rights Code
8. All bodies that provide services to the community should increase the public **availability and the accessibility of any information** that they may have pertaining to hate crimes, trends, and supports, by using multiple formats (newsletters, websites, forums), languages of communication, and a common reporting form. This information should be reported in aggregate form so as to safeguard the privacy of victims and be respectful of the intelligence needs of the law enforcement community.
9. Police should undertake educational outreach to **sensitise gatekeepers** (parents and family members, service providers) about how to identify the occurrence of hate motivated activity, to whom they can refer people in the wake of an event, and other things that they can do to assist other community members.
10. Service providers who deal with people who are the victims of hate motivated acts should create opportunities for **mutual support** for victims, and for the families of victims and perpetrators.
11. The criminal justice system must dedicate sufficient resources to the creation of a **victim-offender reconciliation** program for people involved in hate crimes. Such a program would be available, as an option, for victims and/or their families to pursue.
12. Boards of education should develop **specialized positions and/or training**, for example for crisis response teams, outreach workers, guidance counselors, behavioural consultants, whose mandate it would be to deal with hate crimes and bias issues.
13. **Community groups and institutions need to outreach to one another** in order to heal hurt and troubled relations, and to develop a coordinated response to the presence of hate and bias activity. This can happen through such things as: ecumenical events, inter-group forums, and discussion groups. Members of traditional victim groups sometimes victimise one another. Inter-group dialogue can help to alleviate mistrust and can foster reconciliation. Creative approaches to dialogue and reconciliation should be explored by all groups involved in addressing hate in London.

III. Community Mobilisation

1. A **sustainable, cross-stakeholder community network and coordinating group** should be established to carry forward the work of the Hate Crime and Bias Activity Steering Committee and to promote London as a national leader in responding to and preventing hate crime and bias activity. The group would:
 - Act as an advisory group to the office to deal with hate crimes and bias activities
 - Act as a conduit between the office to deal with hate crimes and bias activities and the grassroots of the community
 - Receive administrative support from the office to deal with hate crimes and bias activities
 - Act, on behalf of the community and the office, to coordinate some of the office's activities
 - Foster civic participation around respect for diversity by:
 - Supporting and encouraging local celebrations of diversity and unstructured opportunities for relationship building between groups (**especially youth**)
 - Sponsoring/participating in regular discussions, forums, conferences dealing with hate crime and bias activity
 - Educating community groups about ways of participating in the civic life of the community (through voting, running for office, all candidates meetings, participation at public meetings)

Accompanying Implementation Objectives and Indicators

Table 3 lists the implementation objectives that correspond to each of the foregoing recommendations. Each objective is associated with one or more indicators – signs that an objective has been achieved. Taken together, these recommendations, implementation objectives, and indicators constitute an integrated action plan for the City of London, based on the results of the present study. The recommendations were derived directly from the areas for action identified during the community forum as priorities for the city. Each of these recommendations was reviewed and approved by the Hate Crime and Bias Activity Steering Committee. The research team then collaborated with the Working Group in identifying concrete implementation objectives and practical indicators that would allow those who will be charged with implementing the recommendations to fulfil their accountability requirements to the community. Together, these three components can also form the basis for a plan for evaluating the use by the community of the results of the present study. As with any endeavor of this kind, this plan can only be a starting point for ongoing, multi-level dialogue, and a tool for constructive change rather than an end in itself.

Table 3. Integrated Action Plan for Addressing Hate Crime and Bias Activity in the City of London

Recommendation	Implementation Objective(s)	Indicator(s)
I. Policy, Legislation, and Enforcement		
I.1 The Corporation of the City of London should ratify a hate crime & bias activity policy	<ul style="list-style-type: none"> ● Council sets the policy ● Civic administration drafts a policy ● Policy is ratified by council 	<ul style="list-style-type: none"> ● Council ratifies policy by end of April, 2002
I.2 Major public institutions should develop shared standards for responding to and preventing hate motivated activity within their jurisdictions	<ul style="list-style-type: none"> ● Second stage of development and ratification of policy described in I.1. – based on policy ● Common reporting protocols developed with hotline, office to deal with hate crime and bias activity (OHCBA) ● Shared methodology developed for processing and analysing data 	<ul style="list-style-type: none"> ● Standards developed and ratified by institutions by April, 2002
I.3 The Hate Crime Helpline should be continued and evaluated ⁵	<ul style="list-style-type: none"> ● Funding sought for operation over next 2.5 years ● Evaluation plan developed ● Evaluation plan implemented within third year of operation 	<ul style="list-style-type: none"> ● Funding secured ● Evaluation plan created ● Evaluation report completed

⁵ Between July 23rd and November 5th, 2001, the Hate Crime Helpline reported having received 50 calls (with approximately equal numbers of callers of each gender). The reported targets were principally individuals and groups, followed by residences, families, public buildings and schools. The three most

Hate Crimes and Bias Activity in the City of London

<p>I.4 The corporation should create and empower an office to deal with hate crimes and bias activities</p> <p>I.4</p>	<ul style="list-style-type: none"> ● Council passes resolution to physically locate office within City Hall and to support through in-kind contributions from the Corporation and through operating funds derived from other sources ● Board of Control recommends allocation of in-kind contributions ● Staff person (policy analyst) seconded for purpose of developing funding plan and proposals for financing ● Involve community members in process of recruiting & hiring coordinator for OHCBA 	<ul style="list-style-type: none"> ● Resolutions and recommendations passed and recorded in meeting minutes ● Financial plan submitted to Board of Control ● Funding obtained ● ● Coordinator recruited and hired by April, 2002
II. Education and Support		
<p>II.1 Mandatory and relevant education and training about hate activity should be initiated/ resumed by all civic institutions</p>	<ul style="list-style-type: none"> ● Earlier action plan (green book) used as basis for development of standards by police, fire department, civic administration, provincially funded hospitals, university and colleges, boards of education, Office of Crown Attorney ● Involve Cross Cultural Learner Centre, Coalition for Inclusive Community, HCBASC/OHCBA ● Develop standards for training ● Undertake regular consultation with police and with local ethno-cultural groups, faith communities, and other victim groups identified in this report 	<ul style="list-style-type: none"> ● Training implemented within 3 years (participating organisations have records of training having occurred) ● Evaluation plans developed and implemented
<p>II.2 Broad education about discrimination should be implemented within local school boards</p> <p>II.3 Educational curricula in primary & secondary schools should use materials representative of the diversity of Canadian society</p>	<ul style="list-style-type: none"> ● School boards collaborate with Coalition for Inclusive Community and with HBASC/OHCBA in developing curricula ● Commence process in summer of 2002 	<ul style="list-style-type: none"> ● Some curricula in place and implemented during 2002-2003 school year
<p>II.4 A task force should be struck to explore the benefits of creating a dedicated hate crimes unit within the police department</p>	<ul style="list-style-type: none"> ● Issue of dedicated hate crimes unit discussed by Police Services Board Policy and Standards Committee 	<ul style="list-style-type: none"> ● Police Services Board Policy and Standards Committee minutes indicate decision to explore question of feasibility of

frequently reported incidents within this period were: harassment; community concern, information and outrage; and threats. Other incidents included: vandalism and systemic discrimination; and less frequently, assault, graffiti, and verbal slurs. Referrals were made to the following bodies: London Police Services; various counseling agencies, the Ontario Human Rights Commission; principals and school boards; neighbourhood legal services, the Children's Aid Society, and the Toronto Hotline.

Hate Crimes and Bias Activity in the City of London

	<ul style="list-style-type: none"> • Various funding scenarios explored (e.g., extraordinary funding from City) • Community consultations carried out 	<p>dedicated hate crimes unit</p> <ul style="list-style-type: none"> • Task force established by December 31, 2001
<p>II.5 The media should be educated about sensitive reporting of hate activity</p> <p>II.6 Social marketing should be used to educate Londoners about the contributions of new Canadians</p>	<ul style="list-style-type: none"> • Media undertakes outreach to community groups for information and consultation • Generate dialogue about present report • Development of social marketing campaign in collaboration among BCBASC/OHCBA and media 	<ul style="list-style-type: none"> • Community groups consulted by media • Media liaison with HCBASC/OHCBA • Change in content of local media reports • Social marketing campaign implemented and evaluated
<p>II.7 New Canadians should be educated about their rights and responsibilities</p>	<ul style="list-style-type: none"> • Distribute present report, fact sheets, or other summaries to community groups and to new Canadians as part of educational activities • Cross Cultural Learner Centre, LUSO, and other agencies continue to host workshops and information sessions for New Canadians 	<ul style="list-style-type: none"> • Report/fact sheets distributed • Workshops carried out
<p>II.8 Information about hate activity should be made more accessible to the public</p>	<ul style="list-style-type: none"> • Using appropriate safeguards, information that can be disclosed to the public should be made more accessible by using: <ul style="list-style-type: none"> • multiple formats (newsletters, websites, forums), languages of communication, and a common reporting form. • This information should be reported in aggregate form so as to safeguard the privacy of victims and be respectful of the intelligence needs of the law enforcement community 	<ul style="list-style-type: none"> • Information about hate crime and bias activity is made available in multiple forms to the public • A community scan shows an increase in awareness of and use by the public and by community groups of this information
<p>II.9 Police should use outreach to sensitise gatekeepers about how to respond to hate activity</p>	<ul style="list-style-type: none"> • Police build on current practice of providing information informally and begin to develop a methodology for more widespread and efficient awareness building 	<ul style="list-style-type: none"> • Police dedicate staff time to developing methodology • Police carry out outreach to community
<p>II.10 Service providers dealing with victims of hate activity should create opportunities for mutual support among their clients</p>	<ul style="list-style-type: none"> • Coalition for Inclusive Community facilitates development of confidential, informal network of victims • Coalition fosters linkages to and among: <ul style="list-style-type: none"> • Community organisations • Hospitals 	<ul style="list-style-type: none"> • Immediate creation of an informal network support group • After 1-2 years, service providers report increased integration of services with respect to victims, families, and offenders

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	<ul style="list-style-type: none"> • Police & criminal justice system • Housing • City Hall • OHCBA 	
<p>II.11 Victim-offender reconciliation programs should be instituted by the justice system and made available as an option for victims/families</p>	<ul style="list-style-type: none"> • HCBASC facilitates with St. Leonard's Society training for locales who would like to implement Justice Circles • HBASC fosters linkages with community/victim network groups 	<ul style="list-style-type: none"> • Justice circles' records show increased involvement with hate crimes
<p>II.12 Boards of education should develop specialised positions/training for staff dealing with hate issues</p>	<ul style="list-style-type: none"> • Boards of education initiate a methodology for training and education • Enhance the role of existing violence prevention personnel to enable them to deal with hate activity • Boards of education seek input and consultation from community groups 	<ul style="list-style-type: none"> • Consultation with community groups occurs • Violence prevention enhanced to deal with hate activity • Methodology created and implemented
<p>II.13 Community groups and institutions should outreach to one another</p>	<ul style="list-style-type: none"> • OHCBA acts as "honest broker" in facilitating dialogue between community groups 	<ul style="list-style-type: none"> • Evidence in media and through public announcements of dialogue being facilitated
III. Community Mobilisation		
<p>III.1 A sustainable cross-stakeholder network and coordinating group should be established as the grassroots counterpart of the office to deal with hate crimes and bias activities</p>	<ul style="list-style-type: none"> • HCBASC members pull together informal coalition of community group members • Coalition develops funding proposals and applies for funding 	<ul style="list-style-type: none"> • Over the ensuing 6 months, the following activities take place: <ul style="list-style-type: none"> • One or more meetings among interested parties held • Membership list/directory created • Minutes from meetings recorded and archived • Vision and mission statements, and statements of goals and objectives developed • One or more funding proposals submitted • One or more objectives implemented

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Appendices

Appendix A: Key Informant Interview Protocol and Questionnaire

Appendix B: Focus Group Protocol and Question Guide

Appendix C: Questionnaire for Councilors and Controllers

Hate Crimes and Bias Activity in the City of London

Appendix A: Key Informant Interview Protocol and Questionnaire

Hate Crime and Bias Activity in the City of London

Key Informant Interview Participant Consent Form

I understand that I am being asked to participate in a research study entitled "**Hate Crime and Bias Activity in the City of London.**" This study is being conducted by the *Centre for Research and Education in Human Services* on behalf of the *Hate Crimes and Bias Activity Joint Subcommittee of the City of London*. The purpose of this research is to investigate the extent and impact of hate crimes and bias activities in the city of London, and will be used to develop an appropriate integrated action plan to respond to this issue.

I understand that I am being asked to participate in a face-to-face interview with a researcher from the *Centre for Research and Education in Human Services*, as I am a community member who may have some insights to share about these kinds of problems. Topics that will be discussed in this interview include my perceptions of the frequency and impact of hate crimes and bias activities in this city, how I feel these activities should be defined, and what I think should be done in the way of an integrated community response.

I understand that this interview will take approximately 45-60 minutes, and will be recorded on an audio-tape for the purposes of analysis. I understand that all raw data will be stored in a locked filing cabinet at the *Centre for Research and Education in Human Services* to protect my confidentiality, and will be accessed only by this project's researchers. Any notes or transcriptions pertaining to this interview will be identified by a code and not my name or professional title.

While the information collected during this interview may be used in subsequent publications, I am aware that I will not be identified. Any quotations that may be used will be checked with me for accuracy and will be reported anonymously.

I understand that this interview is voluntary and that I may withdraw my participation at any time without penalty. I am also aware that I may decline to answer any question or speak to any issue that I wish not to discuss.

I understand that if I have any questions, I can contact the project investigators (Dr. Janos Botschner or Purnima Sundar) or the co-ordinator of the *Centre for Research and Education in Human Services*, Dr. Joanna Ochocka at (519) 741-1318.

I understand the purpose of this interview and agree to participate.

Name (please print): _____
Signature: _____
Date: _____



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Questionnaire for Key Informant Interviews

1. How would you describe hate/bias activity as it exists in London?

Probes:

- who are the victims?
- who are the perpetrators?
- how is hate/bias activity expressed?
- how often does it occur?
- why does it occur?

2. What do you see as the impact of hate/bias activity in London?

Probes:

- on individuals?
- on the community?

3. How does London currently respond to these activities?

Probes:

- in the way of formal responses?
- in the way of informal responses?
- how adequate do you see these responses?

4. How would you like to see London respond to these activities?

Probes:

- in the way of formal responses?
- in the way of informal responses?

5. Tell us what should be included in an integrated action plan for addressing these issues.

Probes:

- What should be done at the level of the service system?
- What kinds of policy reforms would be helpful? (e.g. hiring practices, statements, codes, regulations, procedures)
- What should be done at the level of the community as a whole? (e.g. awareness-raising, educational initiatives, community development)
- What about community institutions? (e.g. police and corporation culture)
- What kinds of tracking and monitoring activities should be put in place? (e.g. record keeping, definitions, tracking tools, accountability to public e.g. via hiring members of minority communities & transparency of processes)
- How about ongoing planning and evaluation?
- What should be done in the way of enforcement?
- What would you like to see in the way of:
 - other reactive strategies?
 - proactive or preventive strategies?

Hate Crimes and Bias Activity in the City of London

Appendix B: Focus Group Protocol and Question Guide



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Web page: <http://www.crehs.on.ca>

Focus Group Meeting

Thank you for considering to participate in this research study entitled: Hate Crime and Bias Activity in the City of London. This study is being conducted by the *Centre for Research and Education in Human Services* on behalf of the *Hate Crimes and Bias Activity Joint Subcommittee of the City of London*. The purpose of this research is to investigate the extent and impact of hate crimes and bias activities in the city of London, and will be used to develop an appropriate integrated action plan to respond to this issue.

By participating in a focus group with other members of your community, you will be helping us to gain an in-depth understanding of local hate activity, including insights on the following:

- Perceptions and trends of local hate activity
- Perceived impact of hate activity on individuals and the community
- Helping and hindering factors in reporting and dealing with hate incidents
- Suggested community-wide responses to hate activity

All information shared during this focus group meeting is confidential. No identifying information will be attached to your name. We would like to be able to quote you, but again, this would be done without identifying the source. Refreshments and a \$10 honorarium will be provided.

Enclosed is a consent form that explains your rights as a participant in this study and confidentiality in further detail. Please sign this document and bring it with you on the day of your meeting.

If you have any questions or concerns, please contact Purnima Sundar or Janos Botschner at (519) 741-1318.

Thank you for considering to participate. We look forward to meeting with you!

Sincerely,

Janos Botschner
Senior Researcher

Purnima Sundar
Centre Researcher

Hate Crime and Bias Activity in the City of London

Focus Group Participant Consent Form

I understand that I am being asked to participate in a research study entitled "**Hate Crime and Bias Activity in the City of London.**" This study is being conducted by the *Centre for Research and Education in Human Services* on behalf of the *Hate Crimes and Bias Activity Joint Subcommittee of the City of London*. The purpose of this research is to investigate the extent and impact of hate crimes and bias activities in the city of London, and will be used to develop an appropriate integrated action plan to respond to this issue.

I understand that I am being asked to participate in a face-to-face interview with a researcher from the *Centre for Research and Education in Human Services*, as I am a community member who may have some insights to share about these kinds of problems. Topics that will be discussed in this group interview include my perceptions of the frequency and impact of hate crimes and bias activities in this city, how I feel these activities should be defined, and what I think should be done in the way of an integrated community response.

I understand that this discussion will take approximately 2 hours, and will be recorded on an audio-tape for the purposes of analysis. I understand that all raw data will be stored in a locked filing cabinet at the *Centre for Research and Education in Human Services* to protect my confidentiality, and will be accessed only by this project's researchers. Any notes or transcriptions pertaining to this discussion will be identified by a code and not my name.

While the information collected during this discussion may be used in subsequent publications, I am aware that I will not be identified. Any quotations that may be used will be checked for accuracy and will be reported anonymously.

I understand that this discussion is voluntary and that I may withdraw my participation at any time without penalty. I am also aware that I may decline to answer any question or speak to any issue that I wish not to discuss.

I understand that if I have any questions, I can contact the project investigators (Janos Botschner or Purnima Sundar) or the co-ordinator of the *Centre for Research and Education in Human Services*, Dr. Joanna Ochocka at (519) 741-1318.

I understand the purpose of this discussion and agree to participate.

Name (please print): _____
Signature: _____
Date: _____



Centre for Research and Education in Human Services

26 College St., Kitchener, Ontario N2H 4Z9

Phone: (519) 741-1318

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E-mail: general@crehs.on.ca

Website: <http://www.crehs.on.ca>

Sampling Frame and Question Guide for Focus Groups

Categories of Participants

- One mixed group of new Canadians
- One mixed group drawn from various ethno-cultural and faith communities
- One group from the Muslim community
- One mixed group of secondary students
- One mixed group of members of the university community (students and officials of student services)
- Representatives from the lesbian and gay communities
- Representatives from local aboriginal communities

Question Guide

1. How would you describe hate/bias activity as it exists in London?

Probes:

- who are the victims?
- who are the perpetrators?
- how is hate/bias activity expressed?
- how often does it occur?
- why does it occur?

2. What do you see as the impact of hate/bias activity in London?

Probes:

- on individuals?
- on the community?

3. How does London currently respond to these activities?

Probes:

- in the way of formal responses?
- in the way of informal responses?
- how adequate do you see these responses?

4. How would you like to see London respond to these activities?

Probes:

- in the way of formal responses?
- in the way of informal responses?

5. Tell us what should be included in an integrated action plan for addressing these issues.

Probes:

- What should be done at the level of the service system?
- What kinds of policy reforms would be helpful? (e.g. hiring practices, statements, codes, regulations, procedures)
- What should be done at the level of the community as a whole? (e.g. awareness-raising, educational initiatives, community development)
- What about community institutions? (e.g. police and corporation culture)
- What kinds of tracking and monitoring activities should be put in place? (e.g. record keeping, definitions, tracking tools, accountability to public e.g. via hiring members of minority communities & transparency of processes)
- How about ongoing planning and evaluation?
- What should be done in the way of enforcement?
- What would you like to see in the way of:
 - other reactive strategies?
 - proactive or preventive strategies?

Hate Crimes and Bias Activity in the City of London

Appendix C: Questionnaire for Councilors and Controllers

Hate Crime and Bias Activity in the City of London

**A Community Research Project for
The Hate Crime and Bias Activity Joint Steering Committee of
the City of London**

**A Questionnaire
For
City Councilors and Controllers**



Hate Crime and Bias Activity in the City of London

A Questionnaire for Councilors and Controllers

Instructions

This is an important opportunity for us to hear from key municipal decision makers what you think about the extent of hate activity in your city. You can feel free to provide anonymous input into the research process.

Please do **not** write your name on, or attach any identifying information to, this questionnaire.

We are interested in your own opinions about the matters addressed in this questionnaire. Please answer the following questions according to what you, personally, believe to be the case.

Please return your completed questionnaire to the research team in the enclosed postage-paid envelope.

Thank you for your help.

Please Note:

The responses to this questionnaire will be reported in aggregate form only. The exception may be answers to open-ended questions, which may be quoted during the upcoming community forum, or in the final report. As your answers are anonymous, no identifying information would be attached other than citing the source as a city councilor/controller. You may, however, wish to word your answers in such a way as to prevent your being identified as the originator of the remarks.

If you have any questions or concerns, please direct them by email, fax, post, or telephone, to the project investigator, Dr. Janos Botschner at the following address:

Dr. Janos Botschner, Senior Researcher
Centre for Research and Education in Human Services
26 College Street
Kitchener, ON
N2H 4Z9
PH: 519-741-1318 FX: 519-741-8262
EMAIL: janos@crehs.on.ca



Centre for Research & Education in Human Services

Hate Crime and Bias Activity in the City of London

A Questionnaire for Councilors and Controllers

Extent/Prevalence

1. How widespread do you think hate-motivated activity (both criminal and non-criminal acts) is in the City of London? PLEASE CIRCLE ONE.

1	2	3	4	5
Extremely widespread	Widespread	Somewhat widespread	Not very widespread	Not at all widespread

Level of Severity

2. How severe a problem would you say this is for this city? PLEASE CIRCLE ONE.

1	2	3	4	5
Extremely severe	Severe	Somewhat severe	Not very severe	Not at all severe

3. As a problem, how would you rank hate crimes/bias activity *compared to other* problems/challenges (e.g. economic growth) facing the city? PLEASE CIRCLE ONE.

1	2	3
In the top	In the middle	At the bottom

Priority

4. What kind of priority should dealing with hate crimes and bias activities have on the municipal agenda?

1	2	3	4	5
Extremely high priority	High priority	Somewhat high priority	Low priority	No priority at all



Solutions

5. What should be the main focus of efforts to reduce/eliminate hate activity in the City of London?

6. What role can/should City Council play in reducing/eliminating hate activity from the City of London?

