

**REPORT**  
Police Services Board

For Information

File Class: 1-02-02-01

Cross-Reference File Class: 3-03-07-01

---

DATE: April 29, 2020

SUBJECT: **2019 ANNUAL HATE-MOTIVATED CRIME REPORT**

FROM: Marc Andrews, Deputy Chief, Operations Support Command

---

**RECOMMENDATION**

**THAT the Regional Municipality of Peel Police Services Board receive the 2019 Annual Hate-Motivated Crime Report as information.**

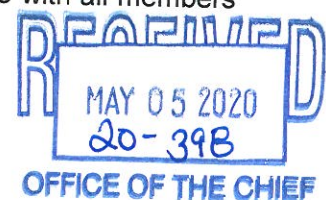
**REPORT HIGHLIGHTS**

- The total number of Criminal Code offences reported to Peel Regional Police in 2019 was 41,268. Of those, 97 have been identified as hate-motivated crimes.
- Of the 97 reported hate-motivated crimes, 40 (41%) resulted in charges (Appendix A).
- In 2019, the Equity & Inclusion Bureau developed and operationalized a CPKN training module on hate-motivated crimes. This module was deemed a mandatory training piece for all of our Constables, Sergeants/Detectives and Staff Sergeants/Detective Sergeants.
- In 2019, the Equity & Inclusion Bureau again co—taught two sessions (in May and October) of the four-day “Advanced Hate-Motivated Crime and Extremism Investigators Course” at the Ontario Police College.
- In 2019, The Equity and Inclusion Bureau continued to promote and advance our Safe Place Program, Reassurance Protocol, as well as various training programs to build our organizational capacity as it relates to hate-motivated crimes and incidents.

**DISCUSSION**

**1. Background**

The Peel Regional Police (PRP) Equity & Inclusion Bureau (EIB) is tasked with educating employees and members of the community about hate-motivated crimes, incidents, and propaganda. Ongoing efforts to initiate and maintain open and direct dialogue with all members



of our diverse community include various initiatives developed and operationalized in recent years, some of which are discussed in this report.

EIB's primary responsibilities are to monitor and analyze hate-motivated incidents & crimes and to identify and address related trends within the Region of Peel. That information is also included in this report.

Directive 1-B-130(F) "Hate-Motivated Crime" provides guidelines to PRP employees on how to accurately identify, record and investigate hate crimes.

A hate-motivated crime is defined as:

- (a) *"hate-motivated crime" – means a criminal offence committed against a person or property, which is motivated solely or in part, by the offender's hate, bias or prejudice based on race, national or ethnic origin, language, colour, religion, sex, age, mental or physical disability, sexual orientation, gender identity, gender expression, or similar factor.*

A hate-motivated incident is defined as:

- (b) *"hate-motivated incident" – means incidents which involve behaviours that, though motivated by hate or bias against a victim's race, national or ethnic origin, language, colour, religion, sex, age, mental or physical disability or sexual orientation, gender identity, gender expression, or similar factor, are not criminal acts. (For example, disrespectful/discriminatory or hostile speech).*

There are two types of hate-motivated crimes, as described in sections 318 and 319 of the Criminal Code.

- The first includes the offences of advocating genocide, public incitement of hatred, and willful promotion of hatred against an identifiable group; these are characterized as hate propaganda offences under the Criminal Code. The Attorney General's consent is required to initiate a prosecution for the offence of willful promotion of hatred and the offence of advocating genocide.
- The second refers to all other criminal offences where evidence establishes that bias, prejudice, or hate was a motivating factor in the commission of the offence.

Upon conviction of a crime where hate, bias, or prejudice is established as a motivating factor, the Crown is entitled to argue that such factor(s) are aggravating element(s) in consideration of penalty.

The investigation of all hate-motivated incidents and crimes in the Region of Peel is the responsibility of the respective divisional Criminal Investigation Bureau or other investigative units (i.e., Homicide, Robbery, etc.).

To ensure communication flow and effective support, each of the five divisions has a hate-motivated crime coordinator to act as a resource for their division in such investigations. EIB meets with the Divisional Coordinators quarterly to discuss investigations and ensure proper reporting practices.

All reports that are submitted by front line officers and investigators are forwarded to the EIB Regional Hate-Motivated Crime Coordinator for review and to ensure that support and specialized



knowledge are provided to the investigating unit. The Regional Coordinator is also responsible for liaising with the local Assistant Crown Attorneys assigned to the hate-motivated crime portfolio.

Divisional investigators are also supported by PRP Intelligence Services who provide context based on information shared amongst police services and governmental agencies on hate-motivated crime and extremism.

## 2. Findings

The information contained in this report is based on reported occurrences with an acknowledgement that some incidents are not reported to police. There are a number of factors that operate on their own or in combination to shape the decision not to report. These include confusion/lack of knowledge about what hate motivated crime is; fear of escalation and/or retaliation; embarrassment; a lack of trust in police (a sentiment that may also be present in some newcomer communities, wherein negative experiences with police in the country of origin shape perceptions of police in this country); a belief that if identified and charged, the accused person(s) would not be convicted or adequately punished; dealing with the incident in another way, and; concerns that a given incident may not be serious enough to report (which is often the case with hate/bias motivated incidents that do not meet the threshold for laying a criminal charge).

Given these considerations and in order to reduce victim reluctance to report, the EIB undertakes proactive outreach programs on behalf of the organization to build relationships and trust in our diverse community, to educate community members about what constitutes a hate-motivated crime, and to spread awareness of the initiatives our service has implemented to support victims while also working to prevent and control hate/bias motivated crime and incidents.

Promoting the timely reporting of hate-motivated incidents to police remains a priority. To that end, the EIB has created additional resources in recent years for PRP members and the community, including:

- Hate-Motivated Crime Information Fact Cards available on the PRP website, at police divisions, community stations, and from officers. The fact cards outline the various elements of hate-motivated crimes and incidents, along with instructions on how to report such matters to the police.
- A Hate-Motivated Crimes Guidebook that serves as a resource tool for officers and provides investigative tips and guidelines when dealing with such matters.
- A Religious and Cultural Awareness Guidebook that provides guidance and information related to specific nuances associated with the most prominent cultural and religious communities within our region. This guidebook also identifies important information related to significant days, dates and times, as well as other topics such as gender-specific considerations; search/detention/arrest considerations; and death and funeral-related matters. This resource helps to ensure that members further their understanding and awareness related to differing beliefs and that interactions with our diverse community members are culturally appropriate and effective.
- A Hate-Motivated Crimes Educational Video was made publicly available via YouTube. This video provides information related to hate-motivated crimes while encouraging victims of such incidents to report their matters to police promptly (hyperlink reference: <https://www.youtube.com/watch?v=8ZEEifrN5nl>)

### **Initiative – Reassurance Protocol**

Hate-motivated crimes and incidents impact our community members in several negative ways. The residual impact of such crimes and incidents often results in feelings of fear, marginalization, and alienation. To ensure that victims of hate-motivated crimes and incidents receive the necessary support and reassurance from PRP, and to help mitigate and minimize the above-noted concerns, PRP's 'reassurance protocol' has been formally implemented by the Equity & Inclusion Bureau.

In response to any hate-motivated crime or incident, the following steps are taken by EIB officers:

- The Regional Hate-Motivated Crime Coordinator or designate ensures that they follow up with the victim / complainant of all hate-motivated crime and hate incidents;
- Follow-ups with the victims/complainants are done in a timely manner. Given that public/personal safety is a crucial aspect of our service delivery, appropriate follow-ups and the provision of supports are imperative. During the follow-up process, Victim Services and any other relevant social support services are offered to affected community members;
- The Equity & Inclusion Bureau officer that conducts the follow up also ensures that a supplementary narrative is added to the original occurrence report.

This protocol has been well received by the members of the community impacted by hate-motivated crimes and incidents. The empathetic and supportive nature of this practice has resulted in victims feeling an additional layer of safety and support. PRP's reassurance protocol may also have essential deterrent effects insofar as it publicly denounces hate-motivated crimes/incidents and communicates to potential offenders that such occurrences will be rigorously investigated. This protocol has been shared with other law enforcement agencies that are interested in creating a similar program.

### **Initiative – Safe Place Program**

Peel Regional Police launched the Safe Place Program in July 2018, during PRIDE Month.

Any local business or public location can volunteer to display the Peel Regional Police Safe Place sticker on their front entrance, window, or door. Doing so signals to members of the 2SLGBTQ+ community that the premises will provide a safe place to call and wait for the police if they are victimized in a hate incident, or are fearful that such victimization may occur.

Businesses that register and subscribe to the program also commit to educating their staff members on a host of issues related to equity, inclusion, empathy, and understanding.

EIB, in collaboration with The Mississauga and Brampton Boards of Trade, has registered 43 businesses with over 196 associated locations and affixed a total of 349 Safe Place stickers at doorways. All City of Brampton properties, including Fire & Emergency Services, now display the sticker.

In 2020, EIB will continue discussions with community partners at local Business Improvement Associations (BIAs), the City of Mississauga, Peel Paramedics and the banking industry to expand the Safe Place Program.

The Safe Place Sticker (image) is presented below:





### OPC Advanced Hate Crime Course

Detective Feras Ismail, of our EIB, assisted with the development of the 'Advanced Hate-Motivated Crime and Extremism Investigators Course' that has been endorsed by the Ministry of Community Safety and Correctional Services (MCSCS) and is offered bi-annually (in May and October) at the Ontario Police College (OPC). Detective Ismail co-teaches this 4-day course and regularly participates in curriculum review/updating to maintain information currency. All of our Divisional Coordinators either have or are scheduled to attend this course.

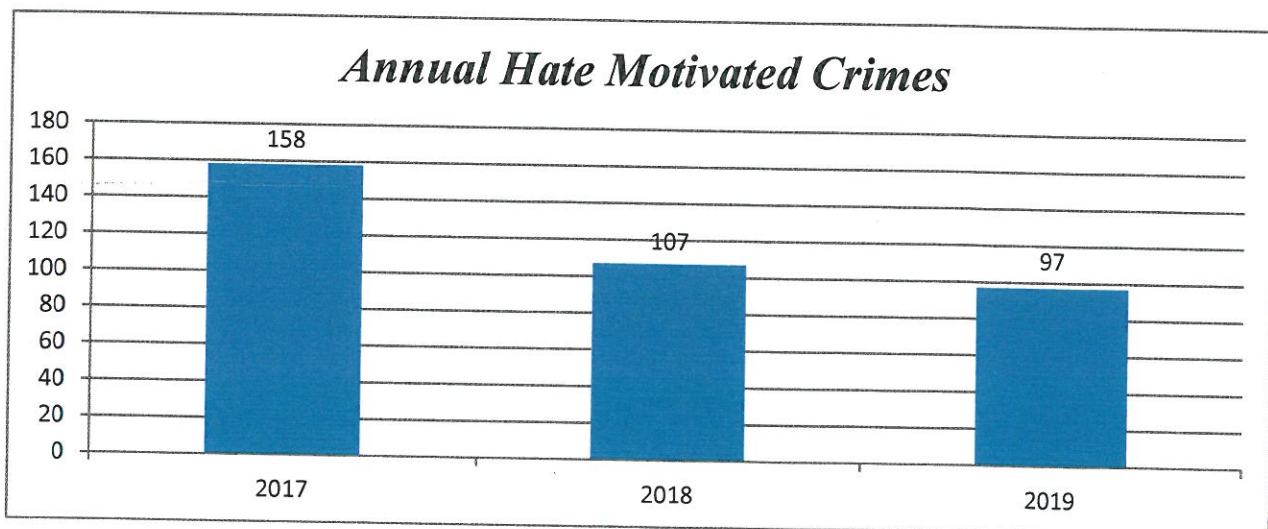
### 3. 2019 Statistics

#### Annual Hate-Motivated Crimes

In 2019, Peel Regional Police recorded 41,268 Criminal Code offences, of which 97 (0.23%) have been designated as hate/bias-motivated crimes. Of those, 40 (41%) resulted in Criminal Code charges (Appendix A).

As noted in the chart below, the number of reported hate-motivated crime offences in our Region have fluctuated somewhat over the past three years with a decrease between 2017 and 2019. The marked increase in 2017 (there were 158 offences reported in 2017, an increase of 99 offences from the previous year) was due to numerous anti-Muslim graffiti incidents, most of which are believed to be the responsibility of two suspects. In 2018, one of the suspects was identified, arrested, and charged with 45 counts of mischief (graffiti related). The subsequent reduction in hate-motivated crimes may be attributed this arrest, but also to the pro-active, educational, and collaborative efforts that Peel Regional Police has undertaken to bring attention to, denounce and deter such crimes.

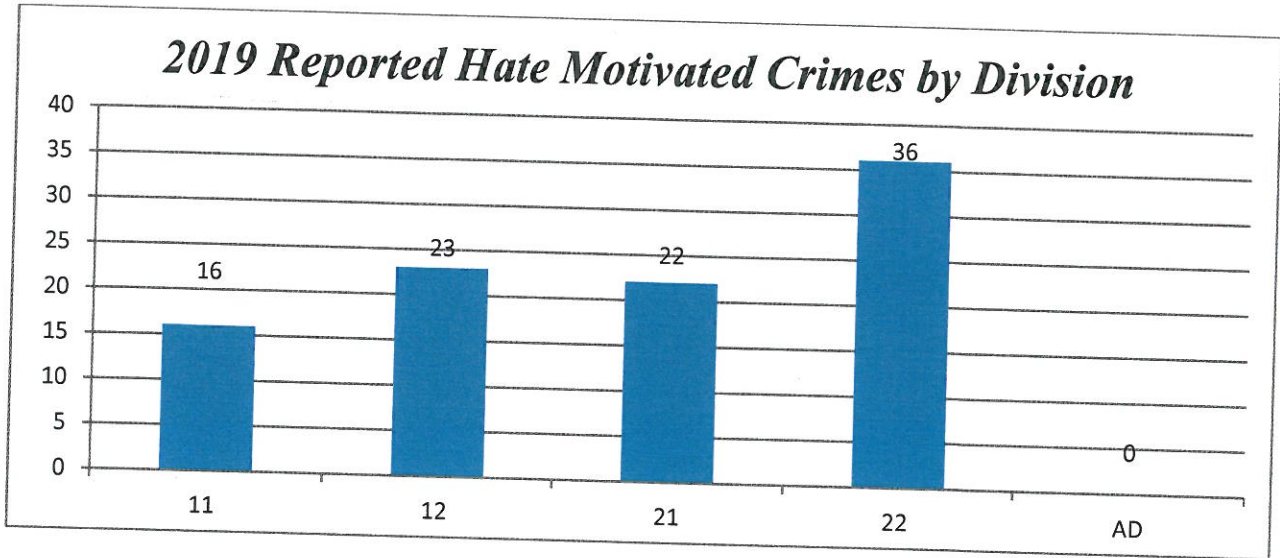
Chart 1: Total number of police-reported hate-motivated crimes 2017 to 2019



**Reported Hate-Motivated Crimes by Division**

There were 97 hate-motivated crimes reported to Peel Regional Police in 2019. The chart below outlines the location of these reports by division:

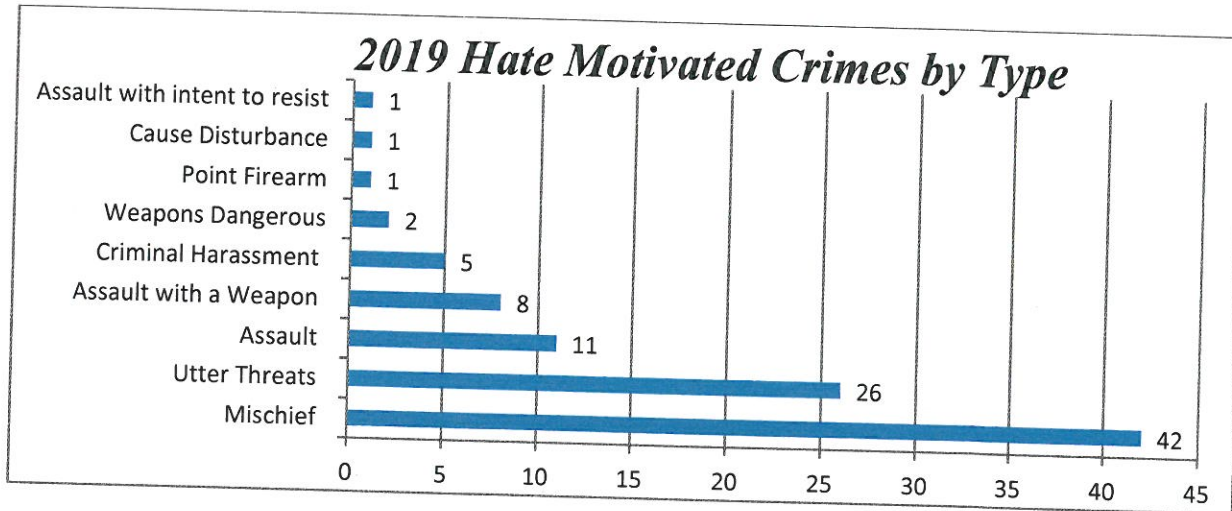
**Chart 2: Number of police-reported hate-motivated crimes by Division – 2019**



**Hate-Motivated Crimes by Type**

The 97 reported hate-motivated crimes included a range of offence types as illustrated in Chart 3 below.

**Chart 3: Police-reported hate-motivated crimes by type of offence - 2019**

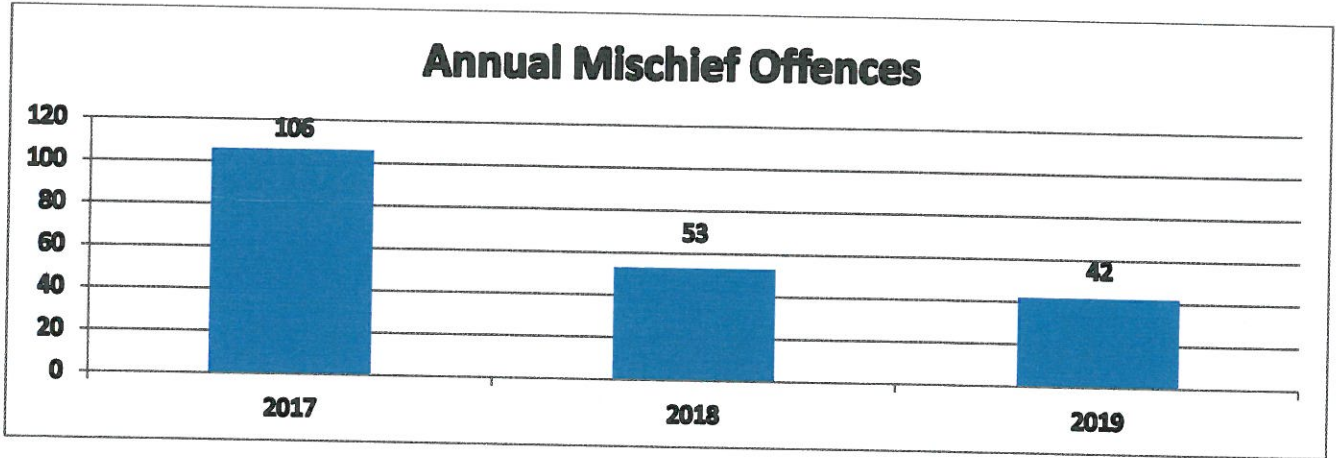




**Mischief Remains the Highest Reported Incident Type**

Following a marked decline from 2017 (attributed to the aforementioned 2018 arrest of one of two prolific offenders), the number of hate-motivated crimes involving mischief decreased slightly from 53 in 2018 to 42 in 2019.

Chart 4: Police-reported hate-motivated crimes, mischief 2017 to 2019

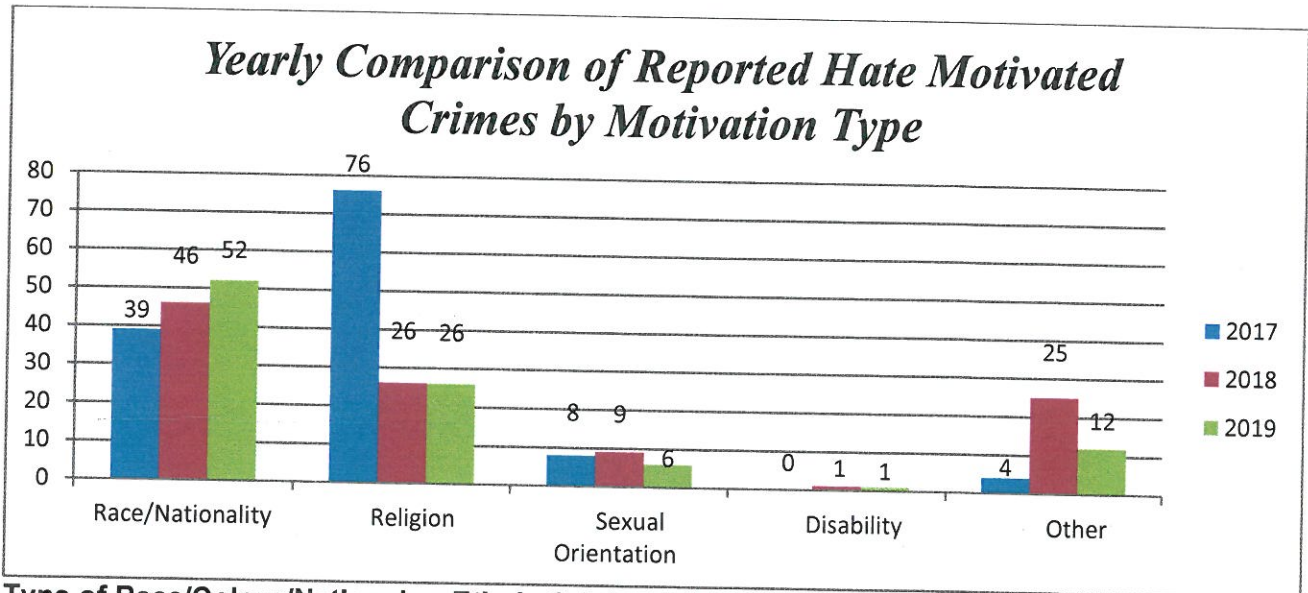


**Targeted Groups- Motivation**

There were 97 hate-motivated crimes reported to Peel Regional Police in 2019.

Chart 5 presents the number of hate-motivated crimes reported to PRP from 2017-2019. Crimes motivated by race/nationality increased from 39 crimes in 2017 to 52 in 2019, those motivated by religion declined from 76 in 2017 to 26 in 2019 (again, likely due to the aforementioned 2018 arrest, coupled with PRPs ongoing proactive and educational efforts that bring attention to, denounce and may deter such crimes), while those motivated by sexual orientation and 'other' factors increased between 2017 and 2018, and then declined between 2018 and 2019.

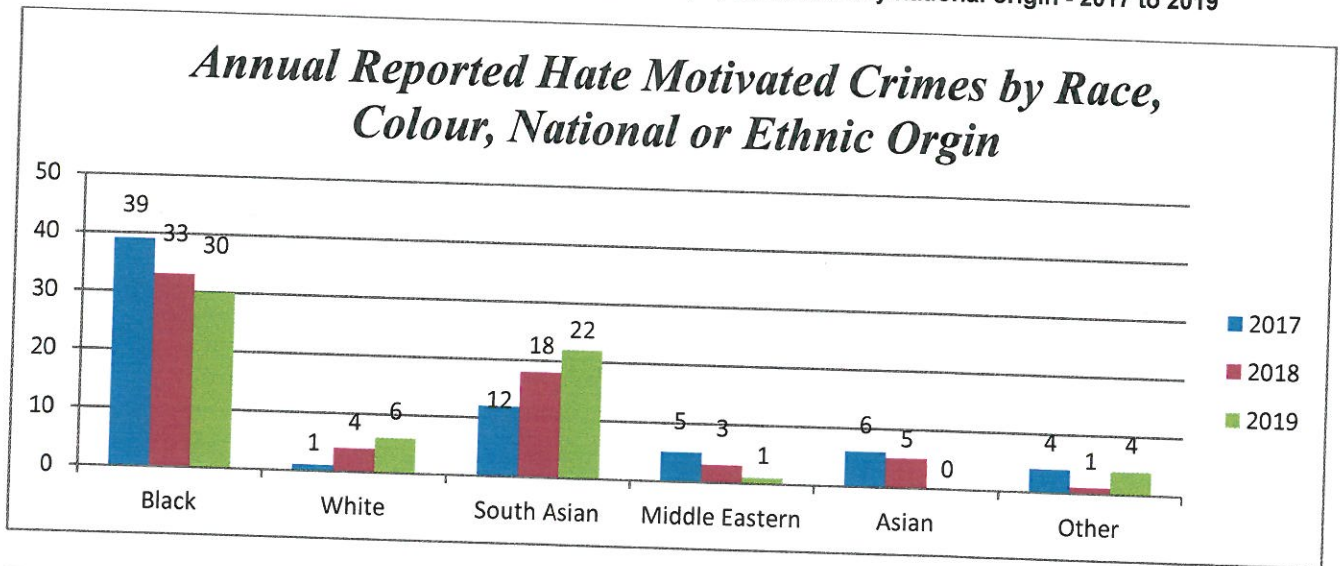
Chart 5: Yearly Comparison of hate-motivated crimes reported to police, by motivation type- 2017 to 2019



**Type of Race/Colour/National or Ethnic Origin as Motivation for Hate Crimes**

A statistical review of hate crime victimization based on ethnic and/or racial background is provided in Chart 6. Of note, members of the Region's Black communities experienced the highest reported victimization numbers between 2017 and 2019, though the number of such incidents declined by from 39 to 30 during that two year span. South Asian community members experienced the second highest victimization numbers, and these figures increased from 12 to 22 over this same period. White victims of hate-motivated crime appear to be targeted largely because of their religion or sexual orientation.

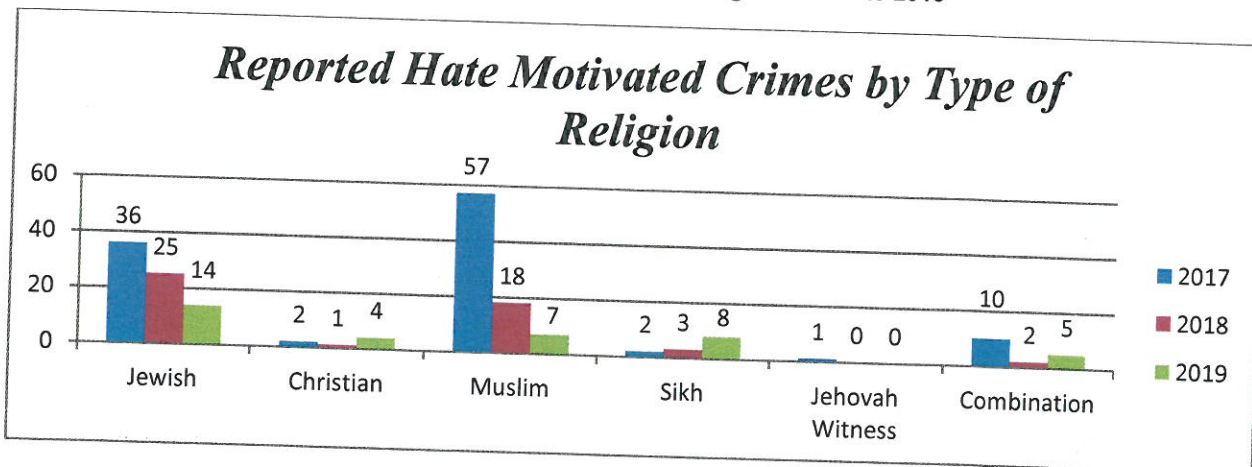
Chart 6: Police – Number of reported hate-motivated crimes, by race/ethnicity/national origin - 2017 to 2019



**Type of Religion as Motivation for Hate Crimes**

In 2019, 38 of the 97 hate-motivated crimes reported to Peel Regional Police targeted religion as either the sole motivator or in combination with another motivator. Jewish and Muslim community members reported the highest victimization numbers, though both groups experienced marked decreases in incidents of hate-motivated crime victimization between 2017 and 2019. Sikh community members, by contrast, experienced an increase in hate crime victimization from 2 to 8 incidents during this same period.

Chart 7: Police – reported hate-motivated crimes, by type of religion – 2017 to 2019

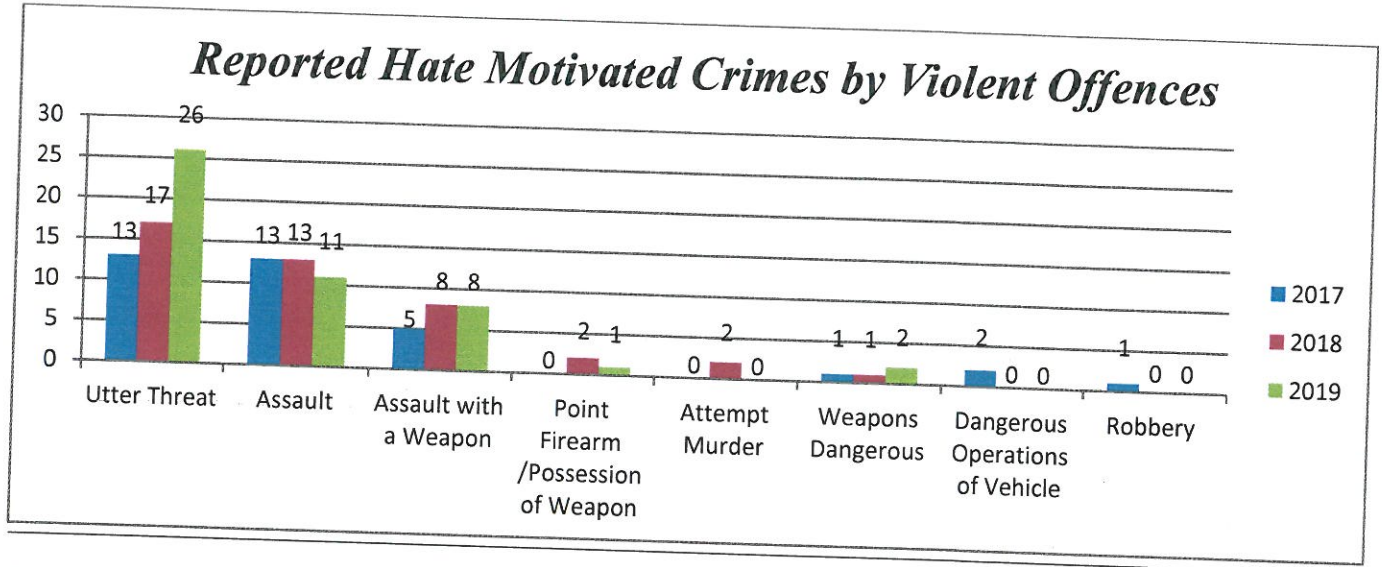




**Violent Hate-Motivated Crimes**

In 2019, 48 of the 97 hate-motivated crimes reported to Peel Regional Police involved acts of violence, with uttering threats, assault, and assault with a weapon being the most commonly reported offence types.

Chart 8: Police – reported hate-motivated crimes, by violent offences – 2017 to 2019



**Gender, Race/Ethnicity and Age of Victims**

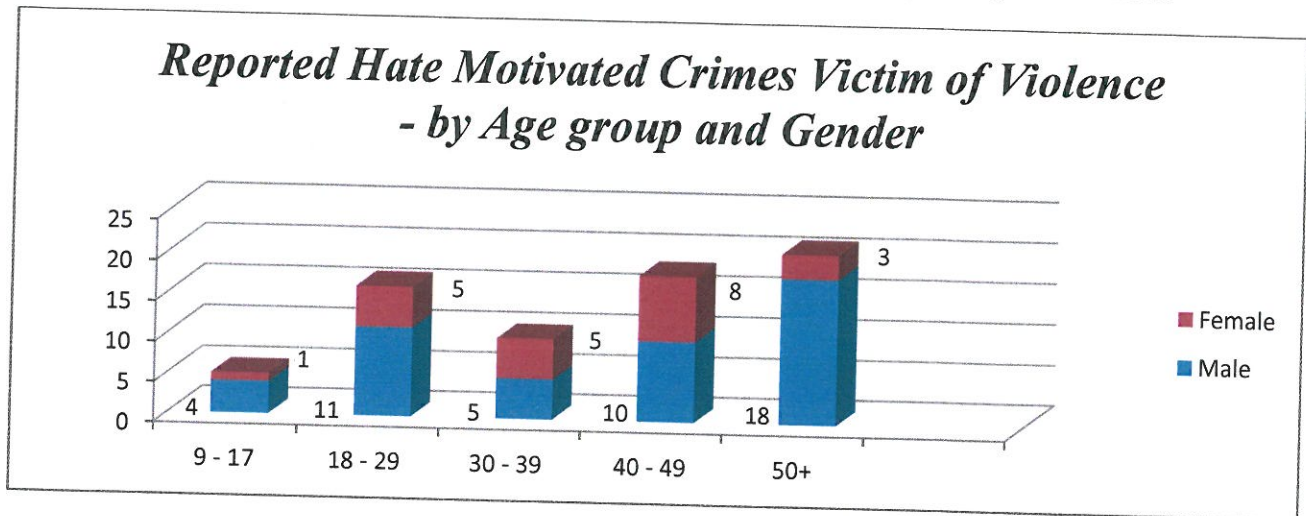
Seventy persons were victims of reported hate-motivated violent crimes in 2019; 48 were male, and 22 were female.

When broken down by race/ethnicity, nineteen of the male victims were South Asian, ten were Black, eight were White, five were of Middle Eastern descent, two were of Latin American descent, one was multi-racial and three were of unknown race.

Of the victimized females, seven were Black, five were South Asian, two were White, two were Latin American, one was Middle Eastern, and five were of unknown race.

Concerning age, a majority of both male and female victims were over the age of 40 (see Chart 9). No consistent trend has been identified in relation to the age of the victims over the past three years.

## Reported hate-motivated crimes, victims of violence by age group and gender - 2019



### CONCLUSION

In 2019, 97 hate crimes were reported to Peel Regional Police. The Region of Peel's combined population of Brampton and Mississauga is 1,374,000, with visible minority populations making up over half of the total population. The 2016 census data shows the top five ethno-cultural groups in Peel Region to be South Asian, Black, Asian (Chinese), Filipino and Arab. When compared to other forms of criminal victimization, the number of hate-motivated crimes reported to police are low (in 2019, hate crimes represented only 0.23% of the total crimes reported to PRP).

As noted in this report, the number of reported hate-motivated crime offences have fluctuated over the past four years, with a decrease of almost 10% between 2018 (107 incidents) and 2019 (97 incidents). It is believed that several factors have contributed to this decline, including the arrest of an individual who is believed to be responsible for a large number of mischief-related crimes in 2017 and 2018.

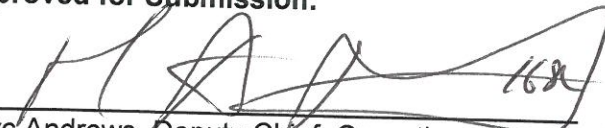
A second contributing factor may be directly related to the proactive efforts of Peel Regional Police to address increases in hate-motivated crimes and incidents in previous years. As discussed in this report, the EIB has implemented various initiatives aimed at decreasing the number of hate-motivated crimes and incidents in our region. These initiatives provide an additional layer of support to our community members who have been victimized by these incidents. The EIB continues to deliver various educational programs, both internally and externally, that serve to inform individuals on the root causes of hate, while emphasizing the importance of being vigilant in our collective efforts to stop the spread of hate within our communities.

These apparent successes aside, an international body of research demonstrates that approximately one half to two-thirds of hate-motivated crimes are, for a variety of reasons, not reported to the police. The data in this report underscores the importance of sustained efforts to engage with and support individuals and communities that are disproportionately victimized by hate. More specifically, continued efforts to identify and investigate hate-motivated incidents, provide member training and community outreach to increase awareness, and to offer reassurance and support to affected communities are not only consistent with the existing



evidence base on hate crime prevention and control, but also in keeping with PRP's 2017-2019 Strategic Objectives 1.1, 1.2, and 1.4: to address crime proactively, strengthen community engagement, and provide assistance to victims of crime.

**Approved for Submission:**



Marc Andrews, Deputy Chief, Operations Support Command

*For further information regarding this report, please contact Inspector Taufic Saliba #1796 at extension 3609 or via e-mail at [1796@peelpolice.ca](mailto:1796@peelpolice.ca)*

*Authored By: Detective Feras Ismail #2403 - Equity & Inclusion Bureau*