



ARCHIVED - Archiving Content

Archived Content

Information identified as archived is provided for reference, research or recordkeeping purposes. It is not subject to the Government of Canada Web Standards and has not been altered or updated since it was archived. Please contact us to request a format other than those available.

ARCHIVÉE - Contenu archivé

Contenu archivé

L'information dont il est indiqué qu'elle est archivée est fournie à des fins de référence, de recherche ou de tenue de documents. Elle n'est pas assujettie aux normes Web du gouvernement du Canada et elle n'a pas été modifiée ou mise à jour depuis son archivage. Pour obtenir cette information dans un autre format, veuillez communiquer avec nous.

This document is archival in nature and is intended for those who wish to consult archival documents made available from the collection of Public Safety Canada.

Some of these documents are available in only one official language. Translation, to be provided by Public Safety Canada, is available upon request.

Le présent document a une valeur archivistique et fait partie des documents d'archives rendus disponibles par Sécurité publique Canada à ceux qui souhaitent consulter ces documents issus de sa collection.

Certains de ces documents ne sont disponibles que dans une langue officielle. Sécurité publique Canada fournira une traduction sur demande.



Department of Justice Ministère de la Justice

Canada

Canada

TECHNICAL REPORT

**SURVEY OF HATE-MOTIVATED
ACTIVITY**

**Jacquelyn Nelson
George Kiefl**

**Federal/Provincial/Territorial Working Group
on Multicultural and Race Relations
in the Justice System**

1995

TR1995-4e

UNEDITED

**Research, Statistics and Evaluation Directorate/
Direction générale de la recherche,
de la statistique et de l'évaluation**

**Civil Law and Corporate Management Sector/
Secteur du droit civil et gestion ministérielle**

TECHNICAL REPORT

**SURVEY OF HATE-MOTIVATED
ACTIVITY**

**Jacquelyn Nelson
George Kiefl**

**Federal/Provincial/Territorial Working Group
on Multicultural and Race Relations
in the Justice System**

1995

TR1995-4e

*The views expressed herein are solely those of the
author and do not necessarily represent the views
of the Department of Justice Canada.*

PREFACE

In June 1992, Deputy Ministers Responsible for Justice established the Federal-Provincial-Territorial Working Group on Multicultural and Race-Relations in the Justice System. The Working Group, with representatives from British Columbia and the Federal Department of Justice as co-chairs as well as the Ministry of the Solicitor General Canada and the provinces of Alberta, Manitoba, Nova Scotia, Ontario, Québec and Saskatchewan, immediately undertook to identify the multiculturalism and justice issues of concern to jurisdictions across the country. The many identified issues were categorized into three main issue areas:

- How can the criminal justice system more effectively address criminal behaviour motivated by hate and/or bias?
- How can the criminal justice system more effectively address specific patterns of crime within ethnocultural and racial minority communities and, in particular, better provide support and protection to members of the affected minority communities?
- How can the justice system more effectively address the justice-related needs of ethnocultural and racial minority communities, in particular with respect to:
 - (a) police-minority relations; (b) informational, linguistic and cultural barriers; and,
 - (c) under-representation of minorities as key actors in the justice system.

This paper addresses the first area of concern. It reports the results of the Working Group's survey of hate motivated activity in Canada. A survey of government departments, police services and other non-governmental and quasi-governmental organizations was undertaken in December 1993. Results were tabulated and analyzed in mid-1994, respondents were given the opportunity to comment on the draft and the report was finalized at the end of 1994.

TABLE OF CONTENTS

1.0 BACKGROUND	1
2.0 A NATIONAL SURVEY OF HATE ACTIVITY	3
2.1 Responses	3
2.1.1 Types of Respondents	3
2.1.2 Jurisdictions of Respondents	4
3.0 SUMMARY OF RESULTS	7
3.1 Type of Activity by Jurisdiction	7
3.2 Targets of Hate Activity by Region	10
3.3 Types of Activity and Victims	12
3.4 Seriousness of the Problem	12
3.5 Trends and Factors Contributing To Trends	13
4.0 DISCUSSION AND CONCLUSIONS	15
APPENDIX 1: SURVEY MATERIALS	17

LIST OF TABLES

Table 1	Responses by Source	4
Table 2	Respondents by Region	5
Table 3	Responses by Region	8
Table 4	Hate Activity by Region	9
Table 5	Hate Targets by Region	11
Table 6	Hate Activities by Targets	12
Table 7	Level of Hate Activity by Region	14
Table 8	Trends in Hate Activity	14

1.0 BACKGROUND

Hate-motivated activity is a term used to indicate any action, material, or organization which promotes bias against identifiable groups. Hate-motivated activity and bias crimes include, but are not limited to, the dissemination of material promoting hatred (hate propaganda).

The Federal-Provincial-Territorial Working Group on Multicultural and Race Relations in the Justice System has developed the following definition of hate-motivated activity:

behaviours which flow from or give rise to hatred and which target persons by reason of their real or perceived membership in an identifiable group or which target a group as a whole.

In recent years, the problem of hate and bias-motivated activity is perceived to have become an increasingly serious problem. In an attempt to address the issue, a range of responses, including legislative amendments, have been proposed and, in some cases, implemented. Several police departments have established hate or bias crime units. Personnel in these units receive specialized training in recognizing and investigating bias crimes and keep statistics tracking their incidence. Other jurisdictions have expanded relevant provisions under their human rights legislation to deal with specific aspects of hate activity (e.g., in BC, discriminatory publications). Certain community groups have launched their own responses. In BC, the Coalition Against Racism has a toll free line, which provides information and support to people who have been victims of hate activity.

The jurisdictions represented on the Working Group identified their areas of concern, resulting in hate-motivated activity being identified as a serious problem, which needs to be addressed systematically.

2.0 A NATIONAL SURVEY OF HATE ACTIVITY

Given the range of potential responses to hate-motivated activity, the Working Group has taken the position that both legislative and non-legislative responses should be explored before recommendations are made. However, given the dearth of information on the scope and manifestations of the problem, the Working Group identified, as its first step, the need for an inventory of contacts and current relevant activities in all jurisdictions, including issues, policies and practices.

A survey was undertaken in December, 1993, to determine the level and nature of hate-motivated activity as well as responses to the problem across Canada.¹ The survey was sent to human rights commissions, justice departments, police and relevant federal agencies.

2.1 Responses

Fifty six responses to the survey were received. At least one response was received from each province and territory.

2.1.1 Types of Respondents

Responses were received from prosecutors and other government officials, including policy and corrections officials, police and human rights commissions. Table 1 shows the responses received by region and source. Source refers to four categories: police, prosecutors, government officials and human rights commissions. To a certain extent, these categories are overlapping. For example, 'government officials' could include prosecutorial staff, but these are listed separately. Responses from human rights commissions include both government agencies and non-government (e.g., in BC, the Human Rights Council deferred to an advocacy organization for reply).

Of the fifty-six responses received, fifty answered the survey questions (or provided details in an alternative format) and six indicated that they did not have the appropriate information to respond. In some cases, this was indicated by reference to the mandate of the organization (particularly Human Rights Commissions, which, in some cases, indicated that they were not responsible for dealing with hate crimes).

As Table 1 indicates, the majority of responses were received from police (26 of 56). Prosecutors, government officials and human rights officials responded at a nearly equal level (10 or 11 in each category).

¹ See Appendix 1.

TABLE 1 **Responses by Source**

<i>Type of Respondent</i>	<i>Is Hate Activity a Problem?</i>			TOTAL
	YES	NO	NO INFO.	
Police	19	3	4	26
Prosecutors	4	5	0	9
Government Officials	9	1	0	10
Human Rights Organizations	9	0	2	11
TOTAL	41	9	6	56

Table 1 also shows whether hate activity of any sort occurred in each respondent type's area. The majority of respondents (41 of 56) indicated that hate activity has occurred in their region, while nine indicated that it has not occurred and six stated that this information was not available.

2.1.2 Jurisdictions of Respondents

Responses were received from all regions in Canada, including the federal government and national organizations. Table 2 shows the number of respondents by region of Canada. Ontario provided the most responses (12 of 45); the fewest responses were received from the North. This appears to be a result of both the population level of the areas and the profile of hate activity. In most jurisdictions, government officials referred the survey to those they considered could best answer the questions (e.g., police or prosecutors).

TABLE 2 Respondents by Region

<i>Region</i>	<i>Type of Respondent</i>				
	POLICE	PROSECUTORS	GOVERNMENT OFFICIALS	HUMAN RIGHTS ORGANIZATIONS	TOTAL
Yukon	0	0	0	1	1
NWT	1	1	1	0	3
BC	1	3	1	1	6
Alta.	2	1	0	1	4
Sask.	1	1	1	1	4
Manitoba	2	0	0	1	3
Ontario	8	0	3	1	12
Québec	2	0	1	1	4
NB	1	2	0	1	4
NS	3	1	0	0	4
PEI	2	0	0	1	3
Nfld.	3	0	0	0	3
Canada	0	0	3	2	5
TOTAL	26	9	10	11	56

3.0 SUMMARY OF RESULTS

Respondents were asked whether hate-motivated activity, including hate or bias crime, was a problem in their region. Table 3 summarizes the responses. In many of the areas, there is disagreement between respondents regarding this question. For example, in Ontario, eight respondents answered that it was a problem, two said it was not and two said they did not have sufficient information to respond.

The variation in responses within jurisdictions appears to be the result of two factors:

- differential information available to respondent (e.g., police often had more information than other respondents); and,
- variation in level of hate activity within a jurisdiction (e.g., respondents from Victoria stated that hate activity was not a problem, while respondents elsewhere in BC described relatively serious problems; similarly the response from Brantford was 'no' and from Toronto and Ottawa it was 'yes').

As Table 3 indicates, all jurisdictions except Newfoundland indicated that hate activity has occurred in their jurisdiction. Two of the three respondents from Newfoundland did refer to a case in which an alleged assault occurred on a homosexual person, however the charge was not upheld.

3.1 Type of Activity by Jurisdiction

In addition to being asked whether hate activity was a problem, respondents were asked to describe the type of activity that occurred in their area. Table 4 provides a broad overview of hate activity by jurisdiction. Three major categories, reflecting the three dimensions of hate-motivated activity, were selected as indicators:

- behaviour;
- presence of organized groups; and,
- distribution of hate literature (including propaganda delivered by telephone or electronic networks).

The term behaviour is used to refer to any action motivated by hate or bias (including assaults, vandalism, rallies, *et cetera*). Organized groups are noted by name, when this is known. Propaganda is used to refer to any materials, including pamphlets, books, video games and recorded messages on phone lines.

TABLE 3 Responses by Region

<i>Region</i>	<i>Hate Activity in Region?</i>			TOTAL
	YES	NO	NO INFO.	
Yukon	1	0	0	1
NWT	2	1	0	3
BC	4	2	0	6
Alberta	4	0	0	4
Sask.	3	1	0	4
Manitoba	2	0	1	3
Ontario	8	2	2	12
Québec	3	0	1	4
NB	3	1	0	4
NS	4	0	0	4
Nfld.	0	2	1	3
PEI	3	0	0	3
Canada	3	0	2	5
TOTAL	40	9	7	56

As Table 4 indicates, there is a wide range of behaviours, groups and propaganda across Canada. British Columbia and Alberta indicate the presence of a large number of organized groups, along with a wide range of behaviours and propaganda. Ontario reports a wide range of activities, as well. However, it appears from responses that the seriousness of the hate problem within a jurisdiction is not tied strongly to the range of activities or number of groups, as is evident from the response from Quebec. That province reports extremely serious crimes (e.g., hate-motivated homicides), but the range of activities and propaganda have been not as great as in other regions of the country. Both the North and the Atlantic provinces show a lower level of hate organizations and behaviours. However, Nova Scotia and New Brunswick report ongoing problems.

TABLE 4 Hate Activity by Region

<i>Region</i>	<i>Type of Hate Activity</i>		
	BEHAVIOURS	ORGANIZED GROUPS	PROPAGANDA
Yukon	- none	-none (but "redneck" presence)	-hate literature -telephone calls
NWT	- none	-none	-anti-Catholic comic book
BC	- rallies with speakers (e.g., Metzger) - assaults - vandalism	-Northern Hammer Skins -Aryan Nations -Aryan Resistance -KLAN -Canadian Liberty Net -Canadian League of Rights	-hate phone lines -Nazi graffiti -skinhead literature, books and videotape (sold in a lower mainland bookstore)
Alta.	- cross-burning - threats - delivery of noxious parcels	-Church of Jesus Christ -Christian Aryan Nations -White Aryan Resistance -Skinhead Final Solution -Queer Nation	-discriminatory signs & symbols (e.g., Swastikas, white power signs) -promotion of hatred in classroom -hate literature -threatening letters
Sask.	- assaults - homicide - cross-burning - vandalism	-Aryan Nations -possibly anti-white aboriginal groups	-graffiti -racist literature (e.g., pamphlets, mail distribution) -stickers -degrading video games
Manitoba	- assaults - vandalism - possible homicide	-white supremacist (e.g., KKK) -Northern Hammers (skinheads) -some racially defined gangs (e.g., Black, Filipino)	-phone lines -hate mail
Ontario	- assaults - threats (including bomb threats) - homicide - vandalism (including stickers and desecration of cemeteries) - rallies & demonstrations - cross-burning	-Heritage Front -Church of the Creator	-hate literature (distributed by fax and mail) -telephone messages
Québec	- assaults - homicide - theft - vandalism	-Black House -Skinheads -KKK -Heritage Front	-racist literature
NB	- assaults - vandalism (including desecration of cemeteries)	-White Aryan Resistance -Skinheads	-slogans -hate mail -message stampings -teaching in classrooms
NS	- assaults - verbal attacks	-Holocaust denial groups -white supremacists -KKK	-pamphlets -posters
Nfld.	- alleged assault	-none	-none
PEI	- vandalism - threats	-none	-none

3.2 Targets of Hate Activity by Region

Using the categories provided by the Metropolitan Toronto Police, targets of hate were divided into three types: race/ethnicity, religion and sexual orientation.

Race / Ethnicity: Targets who are primarily identified by their visible minority status were classed in this category. Certain people may be considered targets by reason of both ethnicity and religion (e.g., Sikhs), however if the group was described as 'Indo-Canadian', it was included in this category; if specific reference to the Sikh religion was given, the next category (religion) was used.

Religion: This category was used to indicate target groups when there was some basis for assuming religion rather than other attributes (e.g., visible minority) was the intended target.

Gender or Sexual Orientation: Many respondents noted either 'homosexuals' or 'gays/lesbians' as targets of hate. While it could be assumed that most of the homosexuals who were targeted were males, this was not always specified, therefore the responses were pooled into a single 'homosexual' response. Two respondents suggested that women may be the target of hate crimes.

Table 5 summarizes the targets of hate activity in different regions. The most common targets of hate activity are people of colour, Jews and homosexuals and these groups are targeted in nearly every area of Canada. In fact, a review of the targets suggests that it is remarkable when these groups are not targeted. For example, respondents from the Northwest Territories, Yukon and Newfoundland did not indicate that visible minorities were subjected to hate-motivated activity. An explanation of this may be quite simple, in line with that proposed by The League for Human Rights of B'Nai Brith Canada, that there is a direct correlation between the location of incidents and the size and visibility of the target community. Their data over nine years suggests that the incidents of anti-Semitic activity is highest in Ontario (106), with Quebec and BC next highest (36 and 34), Alberta/Saskatchewan (17), Manitoba (7) and Atlantic (4). It may be reasonable to assume that where there are larger concentrations of visible minorities (or Jews, or homosexuals) activity may be directed against these groups.

As Table 5 indicates, there are other regional differences which may be explained by concentrations of specific populations: Ontario noted a large diversity in hate targets (including Greeks, Arabs, Armenians and other groups not mentioned by respondents outside of Ontario). Sikhs were noted as a target in BC, Alberta and PEI.

TABLE 5 Hate Targets by Region

<i>Region</i>	<i>Type of Target</i>		
	RACE/ETHNICITY	RELIGION	GENDER OR SEXUAL ORIENTATION
Yukon	- First Nations		-homosexuals
NWT		-Catholics -Jews	-homosexuals
BC	- people of colour (including Indo-Canadians) - Aboriginals	-Jews -Sikhs	-homosexuals
Alberta	- people of colour (including East Indians, Hispanics, Orientals, Blacks) - Aboriginals	-Jews -Sikhs	-homosexuals
Sask.	- people of colour - Aboriginals - Whites	-Jews	-homosexuals -women
Manitoba	- people of colour - Blacks	-Jews	-homosexuals
Ontario*	- people of colour (including Blacks, S.E. Asians, East Indians) - Whites - Greeks / Macedonians - Arabics - Armenians - Polish people - Serbians - Yugoslavians	-Jews -Muslims -Catholics -Wiccans	-homosexuals
Québec	- Blacks	-Jews	-homosexuals
NB	- people of colour (mainly Blacks)	-Jews	-women -homosexuals
NS	- Blacks - Whites - Aboriginals	-Jews	-homosexuals
Nfld.			-homosexuals (alleged)
PEI	- Blacks - Chinese - Aboriginals	-Jews -Sikhs	

* People with disabilities were also noted in Ontario.

3.3 Types of Activity and Victims

There are some discernable patterns of hate activities and the targets of these activities. Table 6 gives a summary of hate activities directed at various target groups. Hate literature and phone lines were often directed at Jews and visible minorities. As this table shows, the type of activity varies somewhat by the target of the activity, as well as the region in which it occurs. For example, racist phone lines were reported in the west, prairies and central regions, but not in the north or Atlantic.

The responses also indicated that assaults were often directed toward homosexuals, although some of the most serious assaults, resulting in death, were directed at visible minorities and aboriginal people. Vandalism tended to be directed toward religious institutions, particularly Jewish synagogues and cemeteries and businesses.

TABLE 6 Hate Activities by Targets

<i>Activity</i>	<i>Targets</i>			
	RACE/ETHNICITY	RELIGION	GENDER OR SEXUAL ORIENTATION	OTHER
Behaviour: Violence	-visible minorities -Indo-Canadians -Blacks -Aboriginals -Whites		-homosexuals	-anti-racist groups
Behaviour: Property	-Blacks -Aboriginals	-Jews	-homosexuals	
Propaganda	-visible minorities -Blacks -Aboriginals	-Jews -Sikhs -Catholics	-homosexuals -women	-foreign students
Other / unspecified	-Asians -Chinese -Hispanics	-Jews	-homosexuals	-people with disabilities -police

3.4 Seriousness of the Problem

There is a wide variation in assessment of the seriousness of the problem. Responses ranged from a report of one alleged incident from respondents in Newfoundland to reports of a wide variety and high frequency of hate-motivated activity in other provinces.

As Table 7 indicates, hate activity is higher in areas of denser population (e.g., urban areas of Ontario, BC) and lower in the northern territories, Newfoundland and PEI.

There is also some variation in the type of hate activity which occurs. Referring again to Table 4, organized groups generally appear where higher levels of hate activity is reported, although some respondents questioned whether the groups were actually

responsible for much of the hate activity in their jurisdictions. It should be noted that Alberta reports a high level of organized hate groups. This may be due to a political choice by the groups to actively recruit in conservative areas with lower populations of visible minorities and Jews.

3.5 Trends and Factors Contributing To Trends

Respondents were asked whether they had noticed any change in the level or type of hate-motivated activity over the last three years.

Table 8 provides a summary of trends noted by respondents. Most respondents stated that they were unable to report a trend, either because they didn't have the data, or, in some cases, the number of hate-motivated acts were too infrequent to discern a trend.

Of those reporting noticeable trends, most stated that hate acts were increasing. A closer look at respondents who reported an increase in hate activity indicates that most had observed a general increase in activity. However, six respondents indicated a specific type of increase including white supremacist literature, gay bashing, organized groups, vandalism against Jews and the severity of attacks. Two provinces, Alberta and Saskatchewan, which have had high profile hate crimes in recent years, found that there had been a decrease in noticeable hate activity.

While most respondents did not relate the occurrence of the activity to any event, two factors were cited as determining variables: successful arrests and prosecutions tend to decrease the activity (possibly driving it underground); and good police relations with the target community may increase reporting. Broad social trends were also noted as having an influence (the state of the economy, immigration of Asians and incidence of media reports).

TABLE 7 Level of Hate Activity by Region

<i>Region</i>	<i>Number of Responses¹</i>			
	NONE	INFREQUENT ²	FREQUENT ³	NO INFO.
Yukon		1		
NWT	1	2		
BC	2	1	3	
Alberta		1	3	
Sask.	1	1	2	
Manitoba			2	1
Ontario	2	1	8	1
Québec		1	2	1
NB	1	2	1	
NS			4	
Nfld.	2		1	
PEI		2	1	

¹ Responses for Canada not included as regional responses.

² Responses such as 'N/A' not included in the table.

³ Infrequent: respondents described fewer than four incidents.

Frequent: respondents described four or more incidents.

TABLE 8 Trends in Hate Activity^{*}

REGION	INCREASE	STABLE	DECREASE	NO TREND
Yukon				1
NWT				3
BC	2			3
Alberta			3	1
Sask.	1		1	2
Manitoba	1	1		
Ontario	5		1	3
Québec	1			2
NB	1	1		1
NS	3			1
Nfld.				3
PEI				3
TOTAL	14	1	5	23

^{*} N/A responses were not included in the table.

4.0 DISCUSSION AND CONCLUSIONS

It should be reiterated that this survey is a survey of perceptions which should be viewed as simply a starting point for further research rather than a solid basis for describing the dimensions of hate activity across Canada. However, the responses suggest that the deficiencies of the data may be primarily found in regional under-reporting hate activity (i.e., respondents who stated that they had no data or information) rather than the reliability of the more detailed responses that were provided by some sources.

Hate-motivated activity is reported as a problem across Canada, a problem which not confined to large urban areas. Respondents indicated that the primary targets of hate activity are visible minorities, Jews and homosexuals. The types of activity which were considered to be hate-motivated included written and electronic propaganda, assaults, vandalism and the formation of organized hate groups. Targets of assaults were most often homosexuals, vandalism often targeted Jews and propaganda was directed at visible minorities, Jews and homosexuals.

There was a clear difference in the knowledge of hate-motivated activity by the different categories of respondents. The most comprehensive and detailed responses tended to come from police. Responses from prosecutors sometimes indicated lack of awareness of hate-motivated activity in the same regions where police had indicated activity exists. Responses from human rights commissions tended to be of two sorts: those who stated that hate activity was not in their mandate and those who described the environment (attitudes as well as activities and groups) in some detail. This suggests that further research into the nature and scope of hate activity may most effectively use police and human rights personnel as sources of information.

There is no general agreement about whether hate activity is increasing or decreasing, or why increases and decreases occur. Part of this is due to the complexity of the activity. For example, one respondent stated that while vandalism against Jewish religious institutions is decreasing, assaults against visible minorities are increasing. Other respondents noted that incident reporting increased as a result of better police relationships with the victimized group. Decreases in both hate behaviours and organized group activities were, in some jurisdictions, attributed to successful prosecutions which resulted in previously overt activity becoming covert.

While this survey provides some preliminary suggestions for further research into hate activity and the variables which are related to it, some questions were not illuminated by the survey. For example, it is not clear that the existence of hate groups, their recruitment and other activities, leads to hate crimes in a particular area. It is equally possible that, for example, hate crimes are related to population levels of victimized groups. The latter explanation would suggest that latent hostility in a community towards the group becomes overtly expressed in hate activities (including the burgeoning of organized extremist groups) once the population of the target group reaches a critical mass.

The responses to the survey did not provide any significant insights into the interconnectedness of different types of hate activity. For example, is the distribution of hate propaganda which victimizes a particular group in an area related to an increase in activities targeting this group and, if so, is there a causal relationship?

The survey suggests that while hate activity is not confined to major urban areas, it is not clear whether differences in the level of hate activity were related to north-south or rural-urban differences, or both.

Finally, the survey provided information on how some jurisdictions across Canada are responding to hate activity (e.g., the formation of 'bias crime' police units). However, there was insufficient data to give any indication of the effectiveness of the various responses.

As hate-motivated activity gains the attention of the criminal justice system, data on the nature and extent of the activity will become more readily available. Closer examination of this data will assist in determining the dimensions of the problem and the effectiveness of various responses to it.

APPENDIX 1

SURVEY MATERIALS

Dear Sir/Madam:

I am writing to request your participation in an important national survey on hate-motivated activity.

The detection, investigation, and prosecution of hate activity and bias crimes are difficult issues facing all criminal justice professionals. The nature and sensitivity of these offences poses specific challenges and problem which, to date, have not been the subject of comprehensive analysis.

To address this absence of information, a national committee of justice officials (the Multicultural and Race Relations Working Group) is conducting a survey to determine how each Canadian jurisdiction is responding to this type of crime. The survey is designed to give a broad picture of hate-motivated crimes in each jurisdiction, and how key justice and quasi-justice agencies are responding to such activity, collectively, the survey answers will assist in developing effective response strategies which will be of value to all components of the justice system. A report summarizing all responses will be made available to you once the survey results have been compiled.

I would respectfully request that you complete the enclosed and return it to George Kiefl (Department of Justice Canada, Research & Statistics Directorate, Justice Building, Kent & Wellington Streets, Ottawa ON K1A 0H8), who will be compiling the results, by December 30, 1993. Please do not hesitate to contact me (phone 204-945-2873, fax 204-945-1260) if you have any questions regarding the survey.

I thank you in advance for participation, and I look forward to working with you on this matter.

Yours truly,

S.J. Whitley, Q.C.
Assistant Deputy Attorney General
/cmt

Survey of Hate-Motivated Activity and Bias Crime

For the purpose of this survey, we are using the term 'bias crime' and 'hate activity' to refer to the full range of diverse activities such as racist propaganda, assaults on homosexuals, vandalism against temples and mosques, and other behaviours which show bias or hatred against people who belong to identifiable groups.

Certain of these activities are designated hate crimes as defined in the Criminal Code (e.g., promoting genocide, hate propaganda). However, we are interested in your views of the broad picture of activities which are motivated by or promote hate in your area. Please do not limit your responses to incidents involving charges or convictions for crimes.

In order to assist us in developing a national description of how we perceive and respond to hate-motivated activity, please provide the following information identifying yourself:

Name/position/affiliation:

Address:

Phone/Fax:

Please note that we are asking for your **perceptions**. We welcome any documentation (e.g., statistics or the position of your department) that you are able to provide, **but it is not necessary**.

Please use the attached envelope to return the survey, by December 22, to:

George Kiefl
Department of Justice
Research & Statistics Directorate
Justice Building
Kent & Wellington Streets
Ottawa, Ontario K1A 0H8

I. Description of Hate Activity and Bias Crime

1. a) Have hate-motivated activities, including hate propaganda, bias crimes or hate groups occurred in your area? Please describe the range and frequency of these activities and the general area where they have occurred (e.g., Vancouver).

- b) Are records or statistics kept on bias crimes in your region? If so, by whom (e.g., police)?

2. Are different groups (e.g., blacks, gays, Jews) the target of different types of hate-motivated activity or bias crimes? (Describe briefly and note if these vary with location.)

3. Who tends to commit bias crimes in your area (e.g., teen-age boys acting on their own, organized white supremacist groups, etc.)?

4. If organized groups are involved, what are the names of the organizations, what are their political, religious or other affiliations, and who are their targets? Please give estimated membership (if known) and how long they have operated in your area (if known).

5.
 - a) In your view, have there been any noticeable trends in the nature or level of hate crimes in your area over the last three years (e.g., increase/decrease, change in seriousness of acts, change in targets, etc.)?

 - b) How have these come to your attention (e.g., media coverage, letters from the public)?

 - c) Have these changes in activity been associated with identifiable events (e.g., prosecution policies, development of police bias units)? (Please attach any relevant documentation if available.)

II. Response to Hate Activity

1. Briefly describe community reactions to hate activity in your area. If there are diverse responses (e.g., calls for more police protection, calls for reduction in immigration, formation of anti-racism groups), please note the most common reactions and, if possible, the communities (e.g., homosexuals, Sikhs) associated with each.

2. Have justice system personnel met with concerned communities with a view to addressing hate activity? If so, briefly describe who has met with whom (e.g., ministry officials, police) and summarize the results if possible.

3. Have there been any changes to the criminal justice process to address hate activity or bias crimes in your area? Briefly describe (e.g., development of statistics on bias crimes, training of prosecutors, police bias units) and attach any relevant documents.

