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REPORT
Police Services Board
For Information

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Date: **April 1, 2024**

Subject: **DIVERSITY, EQUITY & INCLUSION - 2023 ANNUAL HATE-MOTIVATED CRIME REPORT**

From: **Mark Dapat, Deputy Chief, Community Safety & Well-Being Command**

Recommendation

That the Chief's Management Group receive the 2023 Annual Hate-Motivated Crime Report as information.

And further,

That a copy of this report be forwarded to the Police Services Board in accordance with the annual reporting requirements.

- Total number of Criminal Code offenses reported to Peel Regional Police in 2023 was 53,057. Of those, 162 (0.31%) have been designated as hate-motivated crimes. This marks a 32% increase in reported hate-motivated crimes from 2022.
- Of the 162 reported hate-motivated crimes, 35 resulted in charges.
- The number of hate crimes motivated by religion increased from 30 in 2022, to 69 in 2023. When further analyzed, there was an increase in Jewish community victimization from 20 in 2022, to 44 occurrences in 2023. Additionally, an increase from 3 occurrences in 2022, to 13 in 2023 relating to Muslim victimization was identified.
- An increase of hate crimes motivated by sexual orientation was identified, going from 16 in 2022 to 30 in 2023.
- In 2023, officers from Diversity, Equity & Inclusion Bureau continued to promote awareness and educate the community via virtual and in-person seminars on hate-motivated crimes and incidents. Through education, awareness and connecting with the community, combined with significant global events, we have observed an increase in the number of reported hate-motivated crime.
- In 2023, the Diversity, Equity and Inclusion Bureau continued to promote and advance our Reassurance Protocol, as well as various training programs and initiatives including the Countering Hate Committee and Online Hate Crime Reporting, to build our organizational capacity as it relates to hate-motivated crimes and incidents.
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Discussion

1. Background

The Peel Regional Police (PRP) Diversity, Equity & Inclusion Bureau (DEI) is tasked with educating employees and members of the community about hate-motivated crimes, incidents, and propaganda. Ongoing efforts to commence 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.

DEI's primary responsibilities are to monitor and analyze data on hate-motivated crimes & incidents, 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, willful promotion of hatred, willful promotion of antisemitism, and mischief to religious property; 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. DEI 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 DEI 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, DEI 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.

3. Proposed Direction

Promoting the timely reporting of hate-motivated incidents to police remains a priority. To that end, the DEI 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/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 DEI Bureau.

In response to any hate-motivated crime or incident, the following steps are taken by DEI 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 DEI 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. PRPs 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 – Countering Hate in Our Community

In 2023, Community Safety and Well-Being Services was awarded a Community Resilience Fund grant from Public Safety Canada to support the National Strategy on Countering Radicalization to Violence (CRV). As a result of the grant, in June 2023 PRP assembled the Countering Hate Committee consisting of over 25 community partners representing a variety of organizations, ethnicities, religions and cultures. Through this collaborative approach, a community-base hate crime education and prevention module was co-developed. The module is readily adaptable to a wide range of community settings and audiences.

Through a train-the-trainer model, the training will be delivered to the community, by the community, with the support of PRP. The purpose of this module is to educate our region, strengthen the trust between police and the community we serve, and to bolster our collective capacity to identify, prevent and respond to incidents of hate and extremist violence in our region.

Due to the overwhelming passion, commitment, and interest from our committee members to continue this collaborative approach to countering hate, PRP applied for, and was successful in obtaining, the Proceeds of Crime – Front Line Policing (POC-FLP) grant through the Ministry of the Solicitor General. This grant has enabled PRP and its partners to hire an Education, Training, Outreach and Navigation (ETON) Coordinator to expand on the work of the committee for an additional 2-year project. In keeping with the community-based approach, the coordinator sits in a partner agency (safe City Mississauga) and will work closely with PRP and Countering Hate Partners. Additionally, the grant will include a permanent, wrapped, hate crime vehicle that will promote and encourage hate crime reporting.

Initiative - Online Hate Crime Reporting Platform

In 2023, the creation of an online hate crime reporting platform began. Keeping to PRP's ongoing modernization and accessibility improvement efforts, this online platform will allow for a higher degree of reporting where any computer or mobile device can be utilized. Acknowledging the many barriers to reporting hate crimes or incidents, this platform provides a more private, discreet and less intimidating method of reporting, while strengthening community service and relationships. Improved data collection and analytics will aid police mobilization efficiencies and community response models. It is important to note that there will be no change or compromise to PRP's response or service delivery, and all active or emergent needs will be diverted to Communications for dispatch. In addition, DEI officers will maintain their customer service model and ensure every online hate report receives follow-up and the applicable reassurance protocol.

4. Strategic Plan Alignment

Goal: 1. Community Safety and Well-Being

Objective:

1.4 Align with the CSWB Plan to implement strategies identifying/supporting victims/offenders/priority populations.

As indicated above, officers from the DEI Bureau will continue to educate and promote awareness of Hate-Motivated Crimes and Incidents in our region. Officers will continue to provide reassurance to victims of hate and to streamline and simplify the reporting process for members of our community. The DEI Bureau will continue to monitor world events and maintain a lens on the impact that these events have on our local communities. They will continue to establish and maintain positive connections with our affected community members, while striving to create collaborative opportunities focussed on mitigating the risk and harm associated with hate motivated crimes and incidents.

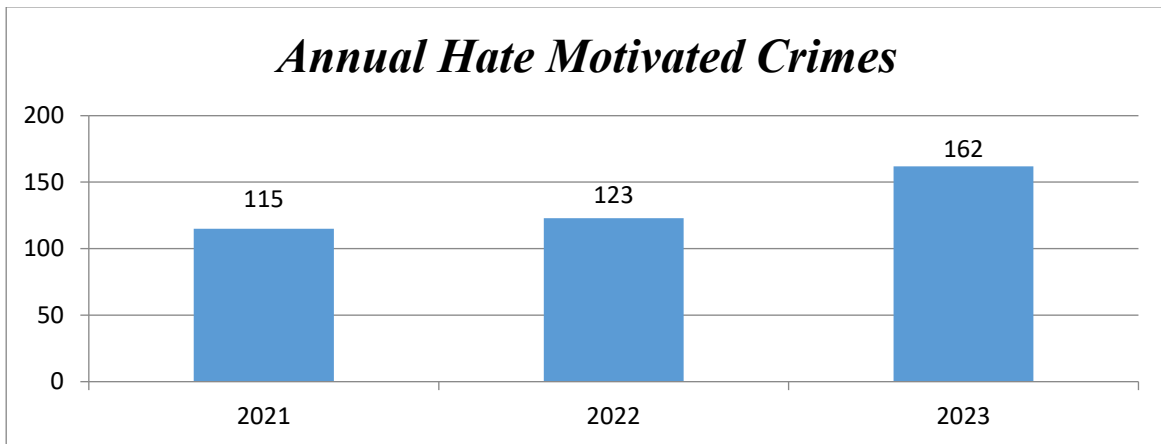
5. 2023 Statistics

Annual Hate-Motivated Crimes

In 2023, it was recorded that the total number of Criminal Code offenses reported to PRP was 53,057. Of those, 162 (0.31%) have been designated as hate-motivated crimes. From the 162 hate-motivated crimes, 35 (22%) resulted in Criminal Code charges.

As noted in Chart 1 below, the number of reported hate-motivated crimes in our Region increased from 123 in 2022, to 162 in 2023, marking a 32% increase.

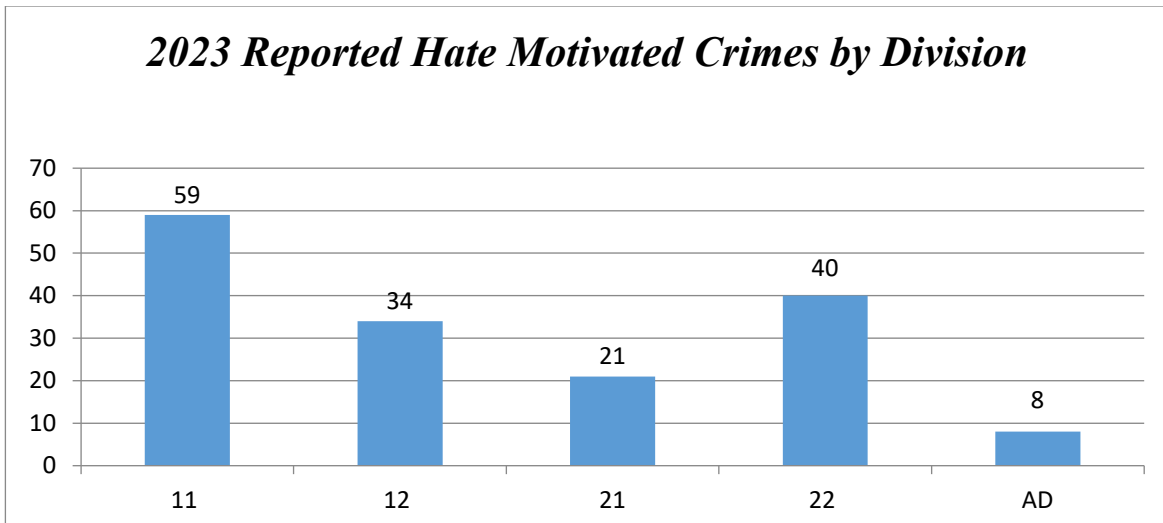
Chart 1: Total number of reported hate-motivated crimes 2021 to 2023



Reported Hate-Motivated Crimes by Division

There were 162 hate-motivated crimes reported to PRP in 2023. As noted in Chart 2, hate crimes are not evenly distributed across PRP divisions, with 11 Division experiencing the highest number of these offences (59) and the Airport Division experiencing the lowest incidence (8).

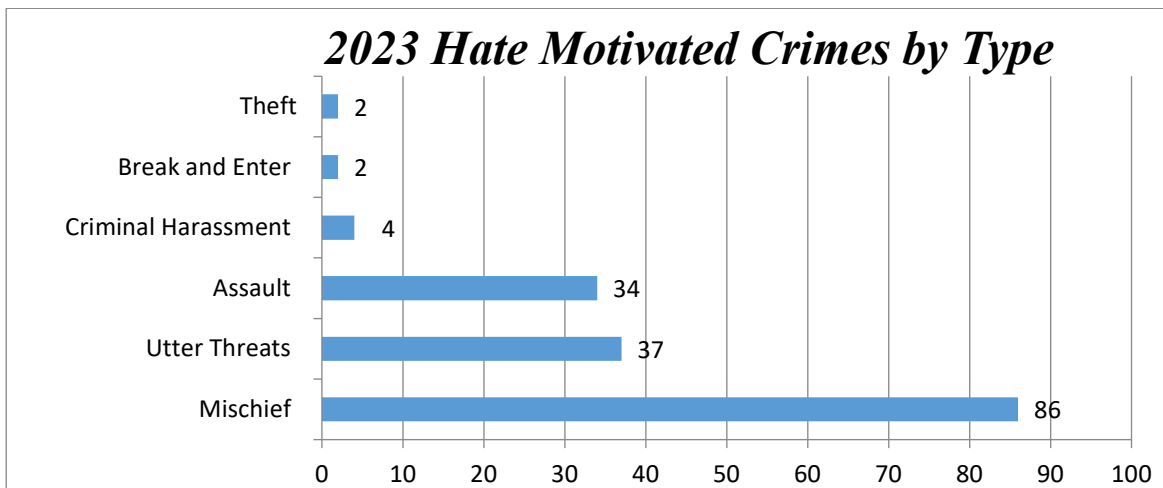
Chart 2: Number of reported hate-motivated crimes by Division – 2023



Hate-Motivated Crimes by Type

The 162 reported hate-motivated crimes in 2023 involved a range of offence types as illustrated in Chart 3 below. As many as 86 (53%) hate-motivated crimes involved mischief, followed by 37 (23%) utter threats. Assaults accounted for 34 (21%) occurrences.

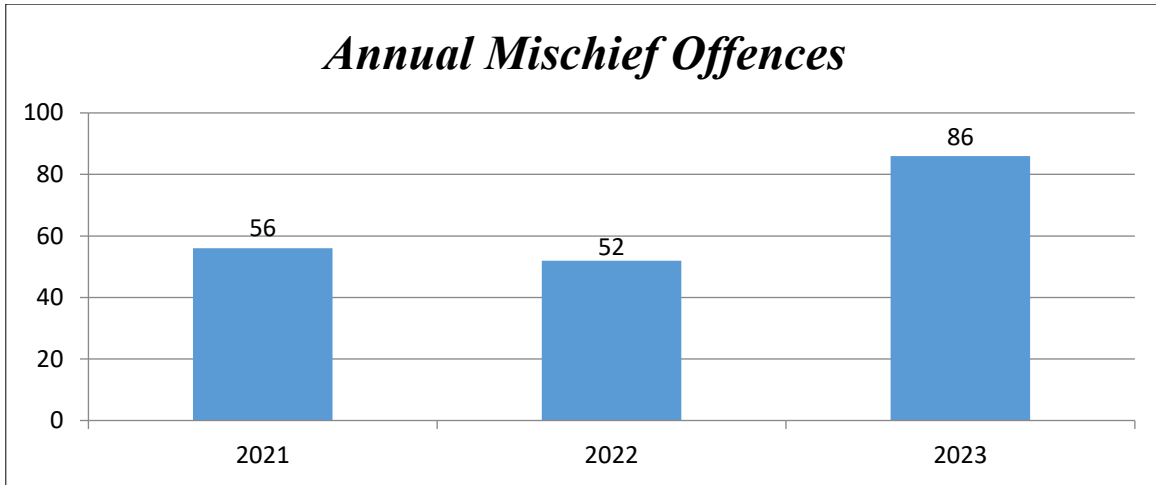
Chart 3: Reported hate-motivated crimes by type of offence - 2023



Mischief Remains the Highest Reported Incident Type

Mischief remains the highest reported incident type between 2021 and 2023, increasing from 56 to 85 offenses.

Chart 4: Annual Mischief Offences – 2023

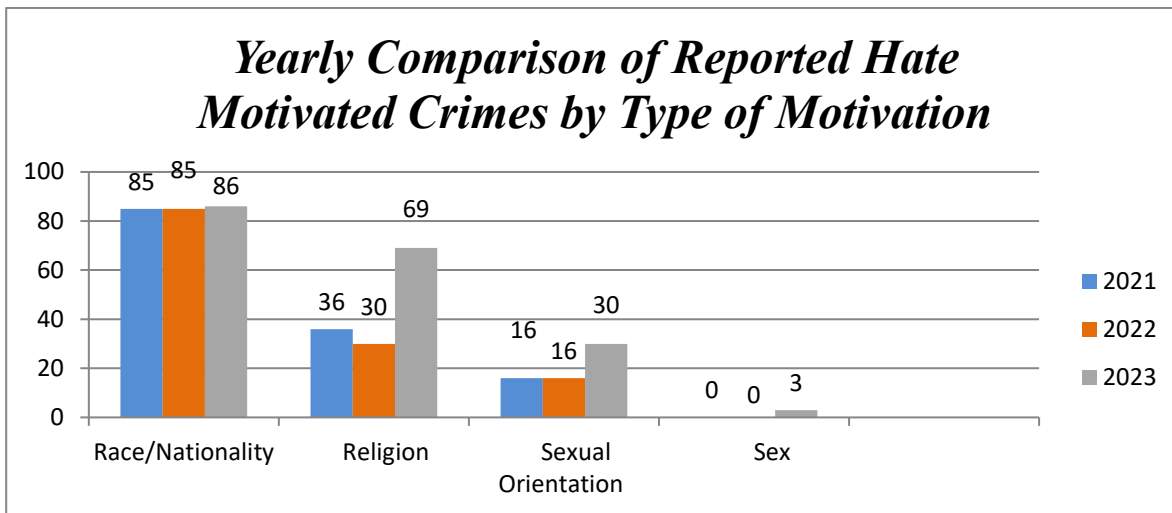


Targeted Groups - Motivation

There were 162 hate-motivated crimes reported to PRP in 2023.

Chart 5 presents the number of hate-motivated crimes reported to PRP from 2021-2023. Crimes motivated by race/nationality increased from 85 in 2022, to 86 in 2023. Those motivated by religion increased from 30 in 2022, to 69 in 2023, while those motivated by sexual orientation increased from 16 in 2022, to 30 in 2023.

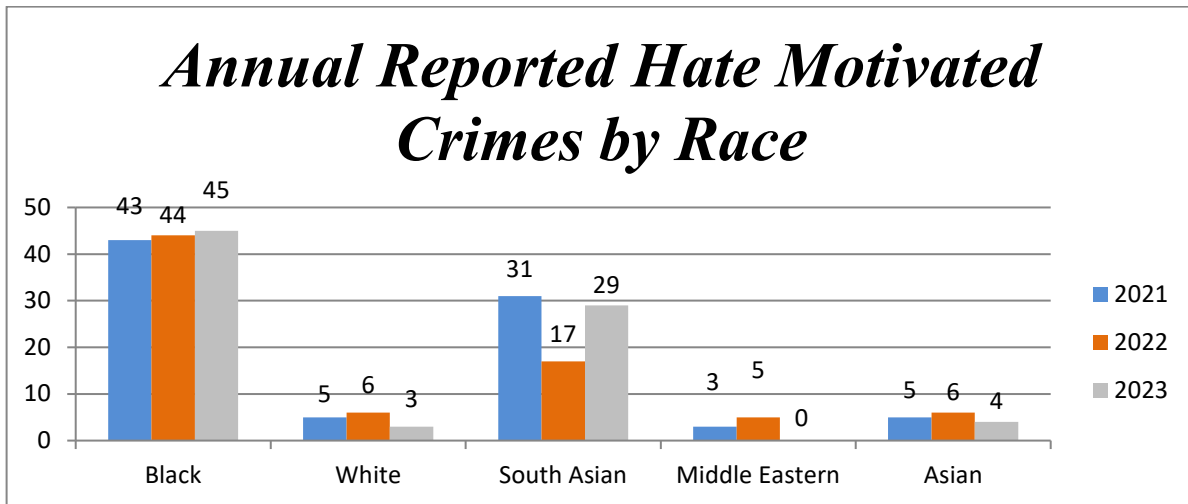
Chart 5: Yearly Comparison of hate-motivated crimes reported to police, by motivation type - 2021 to 2023



Type of Race, 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 continue to experience the highest reported victimization numbers, with 45 incidents (56%). South Asian community members experienced the second highest victimization numbers, which have increased by 71% from 17 in 2022, to 29 in 2023.

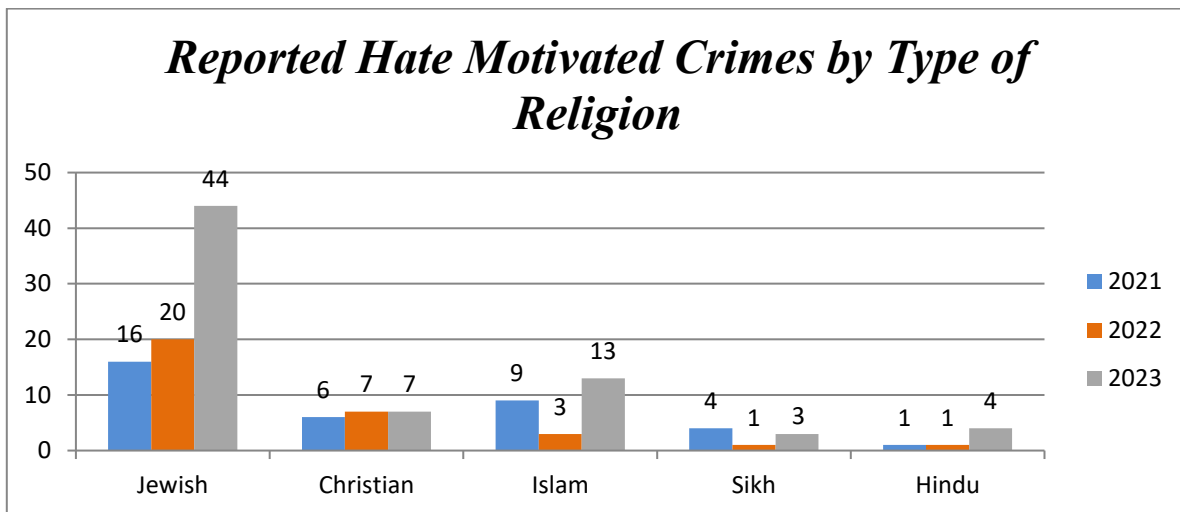
Chart 6: Annual reported hate motivated crimes by race, colour, national or ethnic origin - 2021 to 2023



Type of Religion as Motivation for Hate Crimes

Chart 7 demonstrates that 71 of the 162 (44%) hate-motivated crimes reported to Peel Regional Police in 2023 were motivated solely, or in part by religion. Jewish (44) and Muslim (13) community members reported the highest victimization numbers.

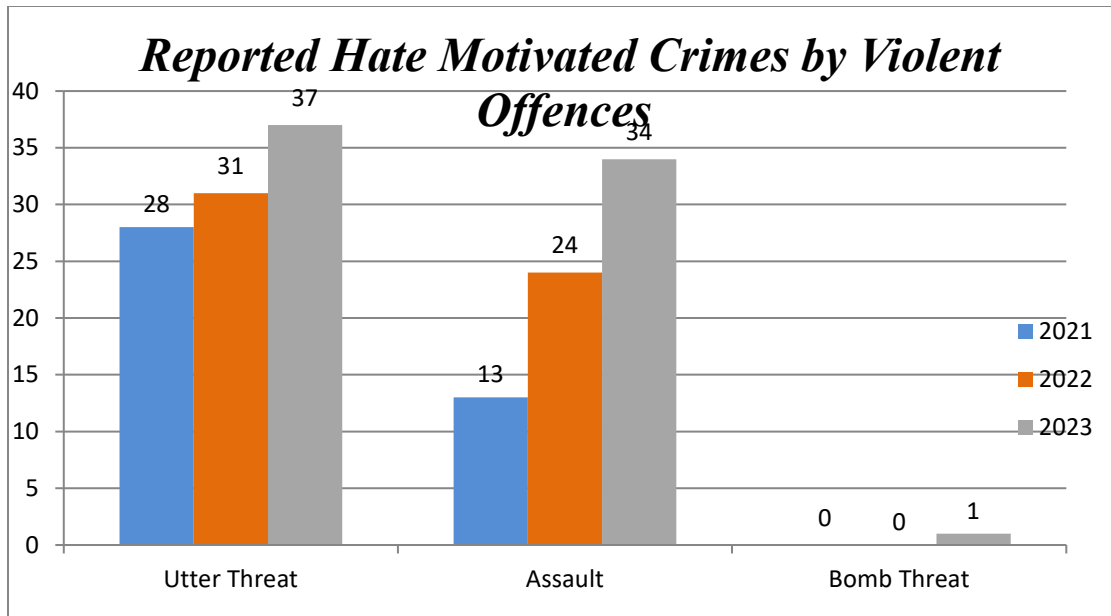
Chart 7: Reported hate-motivated crimes, by type of religion – 2021 to 2023



Violent Hate-Motivated Crimes

As shown in Chart 8, 72 (44%) of the 162 hate-motivated crimes reported to Peel Regional Police in 2023 involved acts of violence, or threats of violence. This marks an increase of 13% from 2022 to 2023; with 37 uttering threats (51%) being the most common, 34 assault (47%), and 1 bomb threat (1%) offence.

Chart 8: Reported hate-motivated crimes, by violent offences – 2021 to 2023

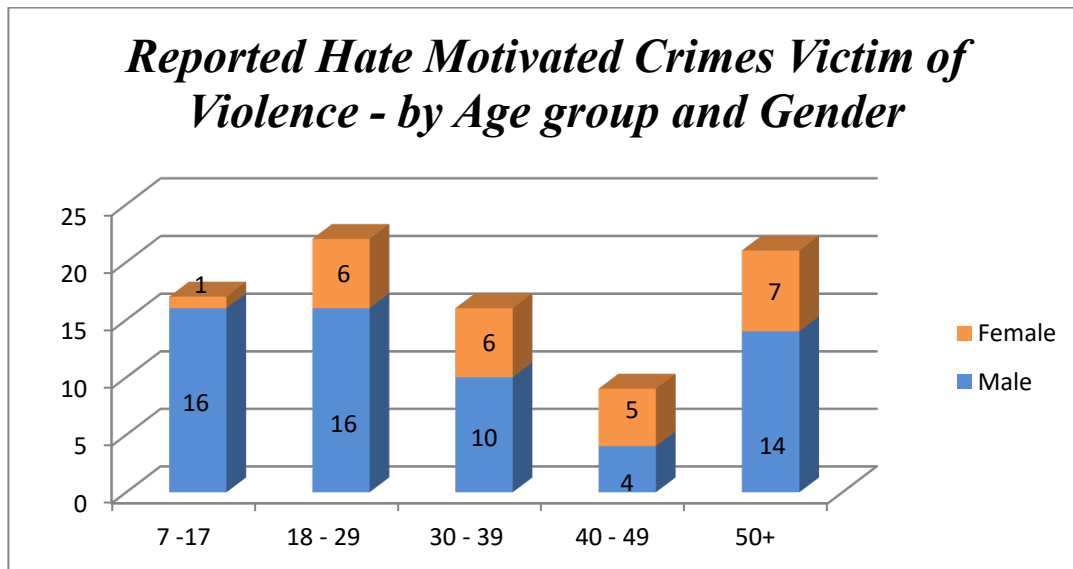


Gender, Race/Ethnicity and Age of Victims

As shown in Chart 9, 85 persons were victims of reported hate-motivated crimes in 2023; 60 were male (71%), and 25 were female (29%).

Concerning age, a majority of male victims were between the age of 18-29 (35%) and 7-17 years of age (27%), over 50 (19%) and, while the largest percentage of female victims (50%) were between the age 18-29.

Chart 9: Reported hate-motivated crimes, victims of violence by age group and gender – 2023



Conclusion

In 2023, 162 hate crimes were reported to Peel Regional Police. The Region of Peel’s population is 1.4 million, with visible minority populations making up over 69% of the total population. The 2021 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 proportion of hate-motivated crimes reported to police is low (in 2023, hate crimes represented only 0.31% of the total crimes reported to PRP).

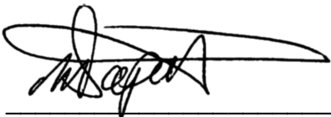
As noted in Chart 1 above, the number of reported hate-motivated crime offences in our Region increased by 32% between 2022 and 2023. Some of this incline may be directly related to the proactive efforts of PRP to address increases in hate-motivated crimes and incidents in previous years. As discussed in this report, the DEI Bureau has implemented various initiatives to increase the awareness and education 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 DEI Bureau continues to deliver various educational programs, both internally and externally (requested by the community in the language of their choice), 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.

Also of note, as depicted in chart 5 above, the number of hate crimes motivated by religion increased 130% from 30 in 2022, to 69 in 2023. When further analyzed in chart 7, there was an increase in Jewish community victimization from 20 in 2022, to 44 occurrences in 2023. Additionally, there was an increase from 3 occurrences in 2022, to 13 in 2023 in relation to Muslim victimization. This incline correlates with the geopolitical events in the Middle East, beginning on October 7th, 2023. The conflict had direct impact on the Region of Peel as tension in the community increased, and the dissemination of hate speech, along with mis/disinformation targeting the Jewish and Muslim population amplified.

Chat 5 further demonstrated an 88% increase in reported hate crimes motivated by sexual orientation in 2023. The recent uptick in 2SLGBTQ+ hate crimes can possibly be attributed to a trend that reflects a broader pattern of intolerance and discrimination against marginalized communities. Several factors contributed to this rise including the enactment of anti-2SLGBTQ+ legislation in various provinces across Canada - and in other countries. Additionally, the Region of Peel and other communities across the province have seen an increase in anti-2SLGBTQ+ protests. Misinformation surrounding 2SLGBTQ+ rights and visibility may be a contributing factor to this increase.

Peel Regional Police Diversity, Equity & Inclusion Bureau will continue to monitor all incoming reports of hate-motivated crimes and incidents to ensure that our members, and the community, have the necessary support to deal with these matters in an effective and compassionate manner. Officers from DEI will continue to recognize, engage, 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, to address crime proactively, strengthen community engagement, and provide assistance to victims of crime.

Approved for Submission



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For further information regarding this report, please contact Insp. Feras Ismail at extension 3609 or via email at 2403@peelpolice.ca.

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