

Reimagining a path to support all Canadians

A review of services for victims of hate in Canada

Interim report



Canadian
Race Relations
Foundation

Fondation
canadienne des
relations raciales



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About

Purpose of the report

The Canadian Race Relations Foundation (CRRF) is committed to building a national framework for the fight against hate across Canada. PricewaterhouseCoopers LLP (PwC) has been engaged by the CRRF to conduct an independent assessment of support services for victims of hate across Canada. The purpose of this assessment is to understand the current state of existing services and identify gaps, as well as opportunities for improvement to support services for victims of hate based on leading practices from other jurisdictions.

Topics covered in this report include:

- Current state of victims of hate support services in Canada
- Global practices in victims of hate support focused on:
 - Ecosystem governance;
 - Access;
 - Service delivery;
 - Service offerings; and
 - Workforce capabilities
- Select opportunities for Canada to address gaps in current victims of hate support services

Acknowledgments

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- Anti-Defamation League (ADL)
- Association of Counseling Centers for Victims of Right-wing, Racist and Anti-Semitic Violence in Germany (VBRG)
- Barrie Police Service (BPS)
- Canada Association of Chief of Police (CACCP)
- Canadian Human Rights Commission (CHRC)
- Canadian Race Relations Advisory Committee (CRRF)
- Canadian Resource Centre for Victims of Crime (CRCVC)
- Centre for Israel and Jewish Affairs (CIJA)
- Centre for the Prevention of Radicalization Leading to Violence (CPRLV)
- Crime Victims Assistance Centre Montreal (CAVAC)
- First Nations of Quebec and Labrador Health and Social Services Commission
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- National Council of Canadian Muslims (NCCM)
- Office for Democratic Institutions and Human Rights (ODIHR)
- Ontario Provincial Police (OPP)
- Organization for the Prevention of Violence (OPV)
- Royal Canadian Mounted Police (RCMP) Vulnerable Persons Unit, Community Well-being
- Service de police de la Ville de Montréal (SPVM)
- Service de police de la Ville de Québec (SPVQ)
- Statistics Canada
- Treaty Three Police Service (T3PS)
- Vancouver Police Department (VPD)



Executive Summary

Introduction

Canada's relationship with hate pre-dates Confederation, beginning with colonization. The country has ingrained colonial structures that perpetuates inequality and conscious and unconscious biases creating a system that makes marginalized communities more vulnerable to hate. Colonialism continues to influence current circumstances of increased hate incidents across the country as Canada has yet to sufficiently address the pillars of bigotry.¹ Fueled by the influence of socio-economic issues, politics, and misinformation, activities in online and offline spaces continue to feed a broad spectrum of hate and violence.

The large scope of harm brought forward by hate is not only a threat to public safety but also negatively impacts the well-being, sense of belonging, and social cohesion of Canadians. These trends sharply increased during the COVID-19 pandemic and posed further harm to society. Despite the complexity of this ecosystem, the quantity and quality of services available to victims, as well as the ease to access services are not proportionate to meet the evolving threats posed by hate in Canada.

In May 2022, the Canadian Race Relations Foundation (CRRF) commissioned PricewaterhouseCoopers (PwC) to review the services available for victims of hate in an effort to address the inadequacies of services and better support victims of hate in Canada. This report documents the journey, findings, and recommendations necessary to provide comprehensive support for victims and survivors impacted by hate. PwC worked with the CRRF to build a framework on the support available to victims based on leading global practices and conducted community and stakeholder engagement across multiple sectors, including community organizations, academia, government agencies, specialized hate victim support organizations, and policing services.

Approach

This report focuses on an independent assessment of victims of hate support services in Canada to identify any existing gaps based on leading practices from other jurisdictions and provide actionable recommendations to address these gaps.

PwC in collaboration with CRRF developed a leading practice analysis framework, conducted stakeholder interviews, developed a current state view of victims of hate services with a focus on the gaps currently existing in Canada, and consolidated findings into this report.

Victims of hate support analysis framework

The framework used for developing the current state view and gap analysis was created based on global leading practices in victims of hate support to guide the research and enable a consistent and systematic review of qualitative and quantitative information.

The framework comprises five key pillars: **Ecosystem governance; Access; Service delivery; Service offering; and Workforce capabilities.** Each of these pillars is broken down into criteria that are foundational to achieving international standards for victims of hate support.

The following figure shows how each criterion is further defined based on leading practices and provides guidance on how victims of hate support services can improve recovery outcomes for impacted people residing in Canada.



Figure 1: Victims of hate support analysis framework



Current challenges in victims of hate support in Canada

Understanding hate and addressing the needs of victims of hate have consistently been a challenge in Canada. COVID-19 has only increased the complexity and frequency of hate-related crimes and incidents, as well as exposed the barriers to supporting victims across the country.² The number of reported hate crimes broke new records in both 2020 and 2021³, and that doesn't take into account the estimated 80 percent of hate crimes that go unreported across Canada every year.⁴ Hate crimes are only increasing and, sadly, affecting more victims in Canada.

Before understanding how acts of hate are dealt with in Canada and how victims of hate are supported, it is important to discuss the difference between hate crimes and hate incidents. A hate crime is any **criminal act** that is motivated by hatred toward an identifiable group which includes race, national or ethnic origin, language, colour, religion, sex, age, mental or physical disability, sexual orientation, or gender identity or expression. Whereas a hate incident is classified as a **non-criminal act** that may affect the sense of security of the targeted individual.⁵ Understanding the difference between hate crimes and hate incidents is important due to the fact that it plays a direct role in how they are prosecuted, and as a result, how victims are supported.

Victims of hate include but are not limited to those who are the explicit target of the attack. Relatives of the victim, other community members who share the same characteristics as them, and others who have historically faced discrimination are all affected by hate. Their victimization is caused by their membership - real or perceived - to an identifiable group like immigrants, members of racial, ethnic, religious and cultural groups or members of the LBGQTQ2+ community who are already marginalized or stigmatized and likely to distrust authorities. Despite sharing similar experiences with victims of other crimes, victims of hate crimes are a distinct and particularly vulnerable category.

Defining who is considered a victim adds another layer of complexity for victims when navigating the criminal system as different agencies have different understanding, and those definitions might exclude some individuals who have suffered from hate. While different definitions offer different support mechanisms, this increases complexity and is a significant barrier for victims, the majority of whom are unfamiliar with the government system.

A further complexity in understanding hate legislation surrounds provincial legislation differing from federal legislation. While the federal government is ultimately responsible for criminal law and procedures, immediate support for victims of hate is currently the responsibility of provincial and territorial governments. Due to this, inconsistencies and inequalities in terms of service offerings and delivery for victims of hate are common.

As a result of the lack of clarity in hate crime prosecution, many offences do not end up being charged as a hate crime, and sometimes, offenders do not face consequences.⁶ This directly contributes to the fact that most victims of hate don't report their victimization to the police - this represents two-thirds of victims of hate in Canada.⁷ The various barriers that face victims of hate in reporting include language, intellectual and psychosocial barriers, and cultural norms.⁸

Hate crimes do not occur in a vacuum. Consequently, the exponential rise in both reported and unreported hate crimes over the past few years could be a direct result of hateful ideologies being adopted by more individuals. With Canadians spending more time at home, isolated from pre-COVID social connections, engagement with far-right content online increased 19 per cent weekly during the various lockdowns in 2020 and 2021.⁹ This could be a contributing factor to the 2,669 hate crimes that were reported in 2020. Hate victimization is a complex and multifaceted issue. As such, victim support requires a multi-agency approach. Government agencies, law enforcement, social workers, psychologists, community organizations and many others working directly with victims of hate must be included to better navigate and understand the complexities of hate, as well as the needs of victims across the country.

Gap analysis

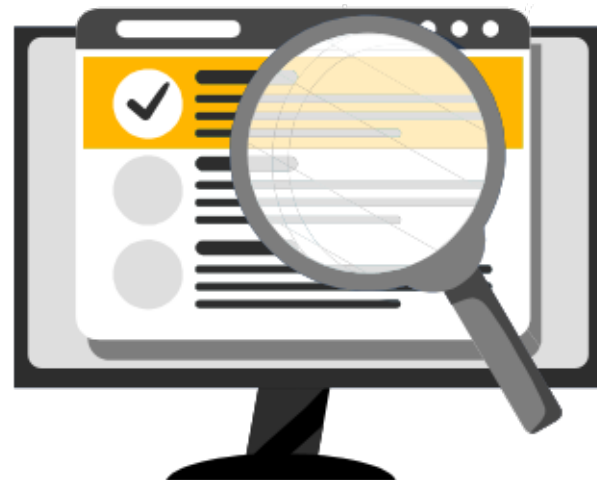
To better understand the gaps that exist in the Canadian victims of hate support system, the victims of hate support analysis framework has been leveraged to structure the assessment. For each of the framework pillars, each of its criteria is closely examined by comparing global leading practices with observations of Canada's current state. The observations were then used to establish a set of actionable opportunities that could help address the key gaps in Canada's victims of hate support systems. For more information on the gap analysis and opportunities see the full report.

Pillar 1: Ecosystem governance

The framework in which organizations involved in the planning, oversight and delivery of hate victims support services within a jurisdiction operate. It allows us to assess structures and delineate roles, responsibilities and accountabilities across victims of hate support to ensure high quality services.

Opportunities

- Amend the Canadian Victims' Bill of Rights
- Appoint a new chair of the Federal Ombudsman for Victims of Crime
- Develop a standardized definition of non-criminal hate
- Create a national framework to support multi-agency referrals
- Update Federal First Nations Police Services Legislation
- Address the threat posed by online hate
- Government of Canada to broadly disseminate information on Canada's Anti-Racism Strategy 2.0
- Create a multi-agency panel of specialists
- Update and streamline funding opportunities
- Develop a more comprehensive directory and/or self-service tool
- Develop a more comprehensive multi-agency collaboration plan
- Provide a collaboration framework



Pillar 2: Access

Facilitating access is centered around helping victims of hate get appropriate and timely support services. Access includes both raising awareness about available services and addressing barriers that prevent victims from using such services.

Opportunities

- Engage individuals across Canada to address barriers that prevent people from accessing services
- Develop a plan for victim support staff, law enforcement and other stakeholders to undergo cultural sensitivity training
- Encourage law enforcement across Canada to continue their efforts to acknowledge and actively address systemic racism
- Develop a national campaign to raise awareness around victims of hate support services
- Raise awareness of online hate
- Assist in the development of legislation aimed at targeting hate on social media platforms
- Develop education plans for federal agencies
- Simplify support services
- Ensure that all services are accessible to all Canadians
- Develop a universal code of conduct for victim support personnel
- Expand the use of MOU's (Memorandums of Understanding) to ensure that victims are able to receive the support they need



Pillar 3: Service delivery

The provision of services supported by referral pathways, communication channels and reporting mechanisms to meet the basic entitlements of victims of hate and respect their individual needs. Ongoing evaluation is critical to drive the continuous improvement of services.

Opportunities

- Remove barriers for reporting and subsequently access to victim support for hate incidents
- Develop a social media strategy
- Create a public-facing tool that can be used to easily navigate the reporting process
- Develop a standardized training course to improve police recognition and recording of hate-motivated acts
- Develop a mechanism to inform victims of the status of their report
- Develop a comprehensive evaluation program
- Create a complaint management policy

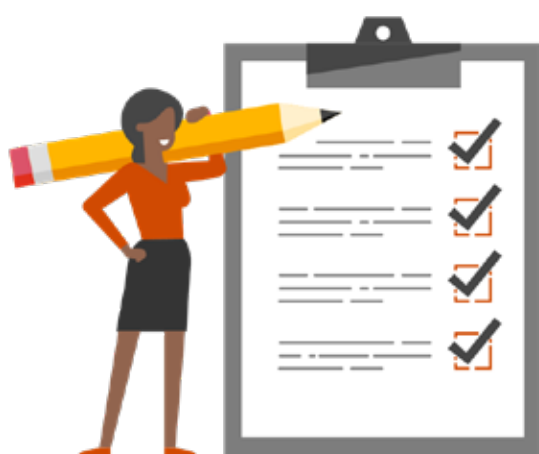


Pillar 4: Service offering

Facilitating access is centered around helping victims of hate get appropriate and timely support services. Access includes both raising awareness about available services and addressing barriers that prevent victims from using such services.

Opportunities

- Explore opportunities to improve protection and refuge for victims of hate
- Expand improvements to security infrastructure for religious institutions
- Expand funding opportunities for community organizations and municipalities
- Create an emergency response fund for municipalities and community organizations
- Provide funding and guidelines for local communities to create emergency response plans
- Inform victims of opportunities for compensation
- Establish a national fund for victims of hate
- Expand victims of hate support resources and work to remove barriers
- Explore alternative justice
- Provide guidelines and funding to establish additional specialized emotional and psychological support
- Expand immediate crisis response programs
- Advocate for victims to receive support as long as needed
- Develop a network of counselors who are aware and represent the various cultural and religious backgrounds



Pillar 5: Workforce capabilities

Victims of hate support services are powered by a diverse professional workforce trained in victim centric and trauma informed methodologies and empowered with the appropriate resources to manage occupational health challenges that may arise.

Opportunities

- Continue expanding investments in anti-racism, equity, diversion and inclusion
- Create a workforce that better represents their respective communities
- Expand education initiatives
- Expand initiatives that train workforces on the negative impacts that hate and bias have on society
- Develop community-specific training for law enforcement
- Advocate for the integration of hate awareness education
- Expand mental health services for support staff that work with victims of hate.
- Ensure that all support services are available to any individual, regardless of their employment or legal status in Canada



Prioritized initiatives

While there are certainly leading practices in victims of hate support across Canada, they are mostly siloed and require significant effort to navigate. The analysis across the five pillars surfaced a number of opportunities to help address the gaps in the currently fragmented environment of support available to victims of hate. To help focus stakeholder efforts on the most impactful initiatives, an opportunity evaluation framework was created with input from CRRF and the Advisory Committee to bring structure and rigor to the evaluation and prioritization process. Because improving victims of hate support in Canada is the core objective of this study, the scale of impact (i.e. the number of victim populations who can benefit) as well as the breadth of improvement (i.e. the impact on the five pillars of victims of hate support) are important considerations. Feasibility is another critical criterion that was examined to help ensure that the prioritized initiatives are achievable in the Canadian context.

Community and stakeholder engagement and literature review demonstrate that there are multiple critical avenues to bring meaningful impact to victims of hate. The growing incidence of hate across the country is creating an urgent need to help ensure victims and service providers are supported. Dedicated funding and the creation of a National Support Hub for Victims of Hate & Support Services represent the first steps to driving much needed progress in the sector.

Key gaps (pillars)	Recommendation	Comparator practices
Governance and coordination	Create the National Support Hub for Victims of Hate & Support Services to foster collaboration, standardize training and share knowledge and leading practices.	ODIHR (The EStAR project) VBRG NCOFV
Workforce capabilities		
Access	Establish the national support fund for victims and survivors of hate to improve access to victims of hate support services and reduce the financial burden they may incur as a result of a hate-motivated act.	Germany (Demokratie Leben!)
Service delivery	Establish the national yearly fund for victims of hate support organizations to enhance existing and support the creation of new support programs and services.	Federal Victims Fund
Services offering	Enhance service offering by implementing the emergency response fund for municipalities and community organizations to enable rapid response to deal with hate-motivated mass attacks.	United States (AEAP)

Figure 2: Prioritized recommendations to address key gaps in victims of hate support services

By implementing these initial actions, it will bring the Canadian ecosystem more in line with leading jurisdictions such as Germany. It should be noted that while the prioritized initiatives are standalone opportunities, pursuing them together in conjunction will be critical to allow stakeholders to better leverage existing infrastructure and resources, share lessons learned and drive momentum. Initial cost estimates have been normalized to the Canadian context based on CRRF input and review of select international programs. Detailed costing and planning are critical next steps.



01

Initiative

National yearly fund for victims of hate support organizations

Context

Community and stakeholder engagement and literature review indicated that victims instinctively reach out to community organizations for support when they encounter hate. Many of these community organizations are typically grassroots organizations that provide local support services without the capacity or funding to do so, which can significantly impact the quality of services that victims of hate receive. Various governments including the Federal Government in Germany have actively addressed this funding challenge observed across community organizations. Germany's Federal Government provided each of its 16 states (Federal State Democracy Centres) annual funding of \$0.9m (CAD) to \$2.4m (CAD) to strengthen democracy and diversity within each state.¹⁰ The funding is used to connect relevant stakeholders and coordinate counselling services for victims as well as for other extremism support services beyond victims of hate including disengagement and exit counselling services.¹¹

Applying a per-capita comparison, Canada could consider Germany's annual model of \$10.8m to \$29m (CAD) to be allocated amongst community organizations across the country. Based on engaged community organizations, sustainable funding is preferred over one-time funding to enable organizations to build and enhance their longer term capacity and capabilities.¹²

Description

Establishing a national fund to provide victims of hate support organizations across the country with a source of stable, year-over-year funding that can be used to establish new or enhance existing victims of hate support services. Eligibility will be broad to ensure the fund is fluid and inclusive of all the various types of organizations that provide support to victims of hate. The focus of the fund is to encourage the development of culturally responsive and geographically appropriate support services. Funding will be conditional upon meeting specific data requirements or achieving milestones. This fund would emulate the federal government's Victims Fund, which is managed and administered by the federal government and encourages innovative programming to support victims of crime and improve capacity for victim service providers but will focus on organizations that provide support to victims of hate. This fund will be in addition to existing funding and should be allocated across the country to address Canada's geography and cultural diversity. Like the Victims Fund, the proposed national yearly fund for victims of hate support organizations will be open to various stakeholders including national, provincial, territorial, municipal, Indigenous governments, Indigenous agencies, community or professional organizations, societies and associations.¹³

Core objectives



- ✓ Develop a fund that will help to create and sustain projects that contribute to preventing hate and supporting victims of hate
- ✓ Increase availability of culturally responsive and geographically appropriate support services
- ✓ Identify how progress will be measured over time, when and by whom to create a better support system for victims of hate in Canada

Anticipated outcomes/benefits



- ✓ Creation of new support services to help address gaps
- ✓ Enhanced capabilities for existing support organizations
- ✓ Accelerating the number of innovative pilot projects that become sustainable standard practice
- ✓ Establishing key metrics (as part of the funding requirements) to facilitate improvement in victims of hate support

Estimated timeline

The timeline is estimated to be 15 to 18 months to fully stand-up the fund.

An initial 3 to 6 months to refine the business case and obtain legislative approval for the fund. Following approval, operational stand-up is expected to take 9-12 months.

The timeline may extend if the case submission does not align with the established budget or policy cycles.

Fund estimates

Sustainable Funding

\$10.8m to \$29m* (annual budget)***

*Based on the German program in 2019. It should be noted that the funding provided is not solely for the purposes of victims of hate support. Victims of hate services can come from other sources.

**Based on CRRF input, 200x the German program is required to adequately cover Canada's diverse cultural population and geographical differences.

***A standalone endowment would typically require 25x the annual funding allocation to be sustainable, to be finalized with an actuarial assessment and does not include operational resources.

Owner and oversight body

The CRRF may co-own the development of this fund with the Policy Centre for Victim Issues.

The Minister of Justice of Canada can provide oversight to ensure the funds are appropriately distributed to support organizations.

Key activities

- **Research:** Jurisdictional review of global leading practices focused on victims of hate community organizations.
- **Definition and development:** Defining the fund and associated details. Key elements to define should include the levels of government involved (resourcing, support oversight, and contribution); the fund structure (e.g. an endowment vs. a funding vehicle); how the fund will work with private capital and a risk response to the partnership developments including all legal paperwork.
- **Criteria:** Taking into account the limited capacity of community organizations to prepare for applications, the eligibility criteria will be developed in a way that is straightforward and simple.
- **Budget and distribution:** Determining the total budget of the fund, how much can be given to each organization and how many organizations can be funded. This step may need a market analysis and the review and approval of an actuary.
- **Setup:** Once the business case is developed and approved the next step will be to set up the operations of the fund and prepare for the fund's public release.
- **Release:** Engaging community organizations early to provide notice about the fund to allow them to prepare, then announce the fund application details to the media and other relevant stakeholders.
- **Evaluation:** In the first year, the primary outcome expected would be to stand up/enhance the organization's capabilities. Evaluation of progress and other performance metrics will start in the second year and standards and resources will be adjusted as necessary to ensure a positive victim experience.
- **Revision:** Periodic revision of the fund standards as the landscape evolves to maintain relevance.

Key stakeholders

- ✓ CRRF
- ✓ Community organizations
- ✓ Federal government
- ✓ Victims/survivors of hate
- ✓ Indigenous agencies
- Municipal governments
- ✓ Non-profit organizations
- Law enforcement
- Justice system
- Provincial/territorial governments

Main challenges and mitigation strategies

- **Challenge:** Victims do not always recognize that they are victimized, nor that they deserve compensation.
 - **Mitigation:** Work with law enforcement and criminal justice stakeholders to inform victims of their entitlements when they report the hate-motivated incident/crime including applying to the National Support Fund for Victims and Survivors of Hate.
 - **Mitigation:** Reach out to community organizations to educate, increase awareness and encourage them to refer victims and survivors to apply if they meet eligibility requirements. Information should be made available in different languages beyond English and French.
- **Challenge:** In many cases, victims of hate do not hold citizenship as they may have newly immigrated to Canada.
 - **Mitigation:** Alternative distribution methods should be explored. For example, the funds should be provided to an approved community organization of the victims' choice.

Initiative

National support fund for victims and survivors of hate

Context

Currently the federal government distributes funds to provincial and territorial governments to establish and support victim services, however financial compensation for victims of hate is limited. Existing funds are provided to victims of crime, leaving many victims of hate without any financial aid. Furthermore, the Criminal Code limits eligibility for funding because very few hate-motivated acts are deemed criminal.

While this fund is similar to the National Support Fund for Survivors of Hate-Motivated Crimes that the federal government has proposed, it is more inclusive and covers victims of both hate-motivated incidents and crime. The objective of this fund is to complement the existing federal Victims Fund with the goal of bridging the gap to provide compensation for expenses incurred by victims and survivors as a result of the hate-motivated act.

Scoping the size of this fund requires stakeholder alignment on the eligibility criteria and coverage conditions. However, a ballpark figure can be estimated based on 94,000 self-reported non-violent hate incidents in 2019.¹⁴ Victims of non-violent hate incidents will be prioritized as they are currently underserved compared to hate victims of violent crimes. While financial aid varies across provinces and territories, the provincial/territorial maximum for counselling support is \$2,000.¹⁵ In the absence of available data and based on community and stakeholder engagement, it is reasonable to assume that the fund can initially compensate 5% of reported incident cases and each victim can receive \$2,000 (as a conservative comparator, recognizing that support is multifaceted and is not limited to counselling), providing ~\$9.4m (CAD) annually to victims and survivors of hate.

Description

Establishing a national support fund to provide victims and survivors of hate with funding that can be used to provide tangible support and help to pay for services that are not currently covered by existing victims services. Compensable costs (incurred as a result of hate-motivated acts) may include but not limited to: medical expenses, dental procedures, lost wages, funeral costs, property damage and repairs, and relocation. To improve access to the fund, eligibility will be broadened to include all acts of hate, regardless of criminal status. This fund will be similar to the Victims Fund in that it will be administered and managed by the federal government.¹⁶ Like the Victims Fund, the proposed national support fund for victims and survivors of hate will be open to various stakeholders including national, provincial, territorial, municipal, Indigenous governments, Indigenous agencies, community or professional organizations, societies and associations.¹⁷

Core objectives

- ✓ Create a fund that directly supports victims of hate, whether they experience a hate-motivated incident or crime
- ✓ Provide anyone residing in Canada who experiences a hate-motivated act with financial aid (should their livelihood be impacted or their property be damaged)



Anticipated outcomes/benefits

- ✓ Increased access to financial support for all victims of hate whether or not their experience is considered criminal under the Criminal Code
- ✓ Increased inclusivity of victims of hate support services



Estimated timeline

The timeline is estimated to be 15 to 18 months to fully stand-up the fund.

An initial 6 months to refine the business case, define the scale of the fund and secure additional budget and approvals. Following approval, operational stand-up of the new processes is expected to take 9 to 12 months.

The timeline may extend if the case submission does not align with established budget or policy cycles.

Fund estimates

Sustainable Funding

\$9.4m to \$14.1m* (annual budget)*

*Based on the \$2,000 per victim compensation with a 50% increase for the upper boundary. In the absence of available data and based on community and stakeholder engagement, it is assumed up to 5% of reported incident cases may be eligible for compensation from the fund.

A standalone endowment would typically require 25x the annual funding allocation to be sustainable, to be finalized with an actuarial assessment and does not include operational resources.

Owner and oversight body

The CRRF may potentially co-own the development of this fund with the Policy Centre for Victim Issues.

The Minister of Justice of Canada can provide oversight to ensure the funds are appropriately distributed to support organizations.

Key activities

- **Development:** Identifying who will be responsible for funding the overall program and creating the business case of this fund for approval.
- **Definition:** Hate crimes and hate incidents need to be clearly articulated in order for victims to understand if they qualify for the fund.
- **Setup:** Once the business case is developed and approved the next step will be to set up additional operations within the Policy Centre for Victim Issues to support the public release of this fund.
- **Engagement:** It is important that victims of hate are aware of this fund and know how to apply. The fund should be socialized with support providers so that they can inform and assist victims of hate where applicable. Relevant information should be accessible in multiple formats and in many languages. A public awareness and communication strategy may be required.
- **Evaluation:** Completing a socio-economic analysis on the benefits of this program and adjusting resources and standards as needed to ensure a positive victim experience.
- **Revision:** Periodically revising the fund standards and amount granted to victims as the landscape of hate evolves over time.

Key stakeholders

- ✓ CRRF
- ✓ Community organizations
- ✓ Federal government
- ✓ Victims/survivors of hate
- ✓ Indigenous agencies
- Municipal governments
- ✓ Non-profit organizations
- ✓ Law enforcement
- ✓ Justice system
- Provincial/territorial governments

Main challenges and mitigation strategies

- **Challenge:** Victims do not always recognize that they are victimized, nor that they deserve compensation.
 - **Mitigation:** Work with law enforcement and criminal justice stakeholders to inform victims of their entitlements when they report the hate-motivated incident/crime including applying to the National Support Fund for Victims and Survivors of Hate.
 - **Mitigation:** Reach out to community organizations to educate, increase awareness and encourage them to refer victims and survivors to apply if they meet eligibility requirements. Information should be made available in different languages beyond English and French.
- **Challenge:** In many cases, victims of hate do not hold citizenship as they may have newly immigrated to Canada.
 - **Mitigation:** Alternative distribution methods should be explored. For example, the funds should be provided to an approved community organization of the victims' choice.

Initiative

Emergency response fund for municipalities and community organizations

Context

Hate-motivated mass violence has a ripple effect on the broader community. Unlike other crimes, hate crimes send a hateful message not only to the targeted individual(s), but also to the community they belong to. Community members feel targeted based on factors that they cannot change, making the situation more personal and traumatic. Support services are focused mostly on direct victims of hate and their close ones, while support available for the indirect victims such as impacted community members varies greatly.

The United States' Antiterrorism and Emergency Assistance Program (AEAP) established a Crisis Response Grant that is similar to this proposed emergency response fund. The grant provides emergency and short term (9 months) support to communities to build adaptive capacities and reduce trauma following hate-motivated mass violence. The allocation of funding varies based on the number of people harmed and services required. The fund has recently granted \$4.9m (CAD) to support victims and affected community members after a mass shooting at a synagogue and approximately \$11m (CAD) for victims' families following the Pulse nightclub attack.^{18, 19} Four recent disbursements have averaged ~\$33,000 (CAD) per victim (fatal and non-fatal) to local organizations to provide services of hate.^{20, 21}

Based on news reports, there were 18 direct victims in the synagogue mass shooting in Pennsylvania and 102 direct victims at the Pulse nightclub attack.^{22, 23} Canada has experienced eight hate-motivated terrorism events causing more than one fatality or injury between 2017 and 2020.²⁴ Using these figures as benchmarks, a comparable program to the US Crisis Response Grant in Canada may require an annual budget of \$1.2m (CAD) to \$6.6m (CAD) to support community organizations in dealing with trauma within the community.

Description

Creating a federal emergency response fund for municipalities and community organizations to use in times of crisis when hate-motivated mass violence occurs to help ensure adequate and prompt support for direct and indirect victims. The response fund is one-time funding that will help municipalities and community organizations set up the emergency structure necessary to respond to the needs of victims and coordinate actions with multiple stakeholders, including police services and community organizations. While there is no clear consensus around the definition of mass killings, for the purpose of this fund mass killings/mass violence refer to a multicide that results in a minimum of four victims and is committed by one person or a very small number of individuals in a single location within a 24-hour period.²⁵

Core objectives



- ✓ Establish a fund for municipalities and community organizations to mobilize emergency response to hate-motivated mass violence
- ✓ Increase community capacity to support direct and indirect victims of hate-motivated mass violence

Anticipated outcomes/benefits



- ✓ Improved crisis response by municipalities and community organizations to hate-motivated mass violence using a culturally informed approach
- ✓ Immediate support for victims during crises

Estimated timeline

The estimated timeline is approximately 9 to 12 months to fully stand-up the fund.

The initial 3 to 6 months will be to establish a case for the fund and obtain approvals and budget.

Once approved, it will then take another 3-6 months to operationalize fund distribution.

The timeline may extend if the case submission does not align with established budget or policy cycles.

Fund estimates

Sustainable Funding

\$1.2m to \$6.6m (annual budget)**

**A standalone endowment would typically require 25x the annual funding allocation to be sustainable, to be finalized with an actuarial assessment and does not include operational resources.

**Funding would be for one-time municipal and community organization support and based on the severity of the incident; comparator events are the Pennsylvania synagogue mass shooting (lower boundary) and Pulse Nightclub attack (upper boundary) and assumes two potential events per year.

Owner and oversight body

An entity like Public Safety Canada can develop the criteria and scope the fund.

Oversight can be provided by the Minister of Public Safety.

Key activities

- **Governance:** Identifying who will be responsible for funding the initiative, establishing the structure of the fund (e.g. an endowment vs. a funding vehicle), how money will be distributed in case of an emergency, and determining appropriate initiatives and approximate timelines for distribution.
- **Development:** Determining cost and initiative standards for emergency procedures. An actuary may be needed for this step.
- **Operations:** Once the business case is approved, the budget is set and standards are decided, the fund can become operational.
- **Engagement:** Socializing emergency funds with municipalities, law enforcement and community organizations so that they know it will be available on an as needed basis when a hate-motivated mass violent attack occurs.

Key stakeholders

- ✓ CRRF
- ✓ Community organizations
- ✓ Federal government
- ✓ Victims/survivors of hate
- ✓ Indigenous agencies
- ✓ Municipal governments
- ✓ Non-profit organizations
- ✓ Law enforcement
- ✓ Justice system
- Provincial/territorial governments

Main challenges and mitigation strategies

- **Challenge:** The services funded by this grant will be available for a limited time as they are not financially sustainable without additional funding sources.
 - **Mitigation:** While not all community members will need long-term support, further analysis should be done to determine how victims that require longer-term support can be assisted.
- **Challenge:** Community members who provide services often share the same identities as targeted victims of hate, which may lead to retraumatization or burnout.
 - **Mitigation:** Mental health support and counselling should be made available for volunteers and community members providing crisis assistance.

Initiative

National support Hub for victims of hate and support services

Context

Canada lacks a standardized framework for victims of hate support services. The training programs, referral pathways and support services all vary based on the jurisdiction. A central hub that supports multi-agency coordination and provides a standard for victims of hate support can significantly improve access to high quality services for victims and survivors of hate.


ODIHR's EStAR project created a network of 41 states developing best practices, guidance, resources, tools and training programs to equip state and civil society hate crime victim support providers to ensure that hate crime victims are protected, enjoy full access to justice and receive tailored specialist support. ODIHR's EStAR project had a budget of \$1.4m (CAD).²⁶ Hubs in jurisdictions such as Germany's VBRG and the US National Center for Victims of Crime (NCFVOC) have been established to provide training and resources for community organizations. The cost to develop these hubs ranges from \$200k (CAD) for VBRG to \$1.4m (CAD) for the EStAR project, with annual operating budgets ranging from \$1.0m (CAD) for VBRG to \$5.8m (CAD) for NCFVOC.^{27, 28, 29} Assuming that the Canadian hub is guided by similar approaches, the National Support Hub for Victims of Hate & Support Services will incur similar operating costs.

Canada can expect a similar victims of hate and support services hub to require between \$200k to \$1.4m (CAD) for start-up costs (for the first two years) and \$1.0 to \$5.8m (CAD) per year for ongoing operations based on VBRG and NCFVOC comparisons.


Description

The National Support Hub for Victims of Hate & Support Services aims to achieve three core objectives. The first will be to facilitate knowledge exchange and sharing of leading practices related to victims of hate support. This could include the centralization of standardized training resources to help ensure high quality services across the country. The second objective is to create a national framework to support multi-agency coordination and formalize collaboration and local referral pathways through memorandums of understanding. Lastly, the hub will establish and operate a public portal to enable confidential self-referral to victims of hate support services. The platform will direct individuals to the appropriate support services (e.g. community organization, specialized victims of hate support organization) based on a self-assessment that does not collect personal data.

Core objectives

- ✓ Create a knowledge hub for the victims of hate support workforce 
- ✓ Mobilize Canada's research/academic talent and strengthen research and development related to victims of hate
- ✓ Develop a national standard for training and multi-agency referrals
- ✓ Implement a public portal to facilitate confidential self-referral to victims of hate support services

Anticipated outcomes/benefits

- ✓ Improved understanding of victims of hate to better support them 
- ✓ Enhanced collaboration between scholars, law enforcement and community organizations on victim of hate support and research
- ✓ Improved referral processes for victims of hate
- ✓ Highly trained support service staff that provide effective victim of hate support services
- ✓ Increased ability to recognize and respond to victims of hate

Estimated timeline

The implementation of this initiative will take approximately 2 years.

The first year will be dedicated to constructing the business case and creating the governance of the hub.

The second year will be focused on operational set up such as staffing, applying to grants, and developing educational materials and programs.

The timeline may extend if the case submission does not align with established budget or policy cycles.

Fund estimates

Stand-up costs

\$0.2M to \$1.4M (annually for first two years)*

Total estimated operational costs:

\$1.0m to \$5.8m (annual budget)**

*Estimates only focus on resources needed to stand up the organization and do not take into account operational costs.

**Operational costs may vary depending on scope of the Hub, number of research initiatives and development of education/training materials. Given that the Hub is a central platform for victims of hate and support services, the estimated costs were based on figures from similar hubs in the US and EU (rather than normalized per capita).

Owner and oversight body

The owner will be determined by the federal government once it has an opportunity to engage and consult with civil society stakeholders working closely within the victims of hate field such as CRRF, community organizations, law enforcement, academia and non-profit organizations.

The federal government will have oversight of this hub.

Key activities

- **Governance:** Determining the mandate and governance structure of the hub.
- **Human capital:** Hiring the workforce that will drive the hub (Manager, coordinator, analysts, marketing, IT etc.)
- **Ownership:** Reviewing initial projects, identifying owners and refining scope. Establishing a reporting cadence and frequency.
- **Funding:** Applying to relevant grants to fund and support listed projects.
- **Outreach and engagement:** Forming strategic partnerships with law enforcement, community organizations and scholars and engaging them to help establish standards for victim of hate support services and identify new research areas. Determining the preferred engagement tools/communication methods (e.g. survey vs meeting) and outreach cadence to meet with each stakeholder group.
- **Launch:** Announcing the creation of the National Support Hub for Victims of Hate & Support Services
- **Evaluation:** In the first year, the primary outcome expected would be to stand up the hub. Evaluation of progress and other performance metrics will start in the second year and methods, engagement messaging and frequency, programming will be adjusted as needed to continue to obtain buy-in.

Key stakeholders

- ✓ CRRF
- ✓ Community organizations
- ✓ Federal government
- ✓ Victims/survivors of hate
- ✓ Indigenous agencies
- ✓ Municipal governments
- ✓ Non-profit organizations
- ✓ Law enforcement
- ✓ Justice system
- ✓ Provincial/territorial governments

Main challenges and mitigation strategies

- **Challenge:** Canada has a vast geography and culturally diverse populations to support.
 - **Mitigation:** Be inclusive and engage representative stakeholders from every province and territory as well as organizations that participate in the victims of hate support ecosystem.
- **Challenge:** Stakeholder buy-in to use training materials and leverage research and insights.
 - **Mitigation:** Engage users through periodic surveys to identify potential areas of improvement and distribute formal communications to acknowledge these opportunities and highlight how the hub will address them.
- **Challenge:** Cost and time to develop national training standards and related elements (materials, workshops).
 - **Mitigation:** Mobilize existing Canadian resources and expertise and collaborate with international leading practice organizations (e.g. ODIHR) to adapt existing programs and materials.

Endnotes

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