

# Reimagining a path to support all Canadians

A review of services for victims of hate in Canada



Canadian  
Race Relations  
Foundation

Fondation  
canadienne des  
relations raciales



## Disclaimers

Our role is advisory only. The Canadian Race Relations Foundation is responsible for all management functions and decisions relating to this engagement, including establishing and maintaining internal controls, evaluating and accepting the adequacy of the scope of the Services in addressing the Canadian Race Relations Foundation's needs and making decisions regarding whether to proceed with recommendations. The Canadian Race Relations Foundation is also responsible for the results achieved from using the Services or deliverables. Our work was limited to the specific procedures and analysis described herein and was based only on the information made available through July 2022. Accordingly, changes in circumstances after this date could affect the findings outlined in this Report. We are providing no opinion, attestation or other form of assurance with respect to our work and we did not verify or audit any information provided to us.

Our Services were performed and this Report was developed in accordance with our engagement letter dated May 13, 2022 and are subject to the terms and conditions included therein. This information is strictly confidential and has been prepared solely for the use and benefit of, and pursuant to a client relationship exclusively with the Canadian Race Relations Foundation ("Client"). This Report should not be copied or disclosed to any third party or otherwise be quoted or referred to, in whole or in part, without the prior written consent of PwC. In the event that this Report is obtained by a third party or used for any purpose other than in accordance with its intended purpose, any such party relying on the Report does so entirely at their own risk and shall have no right of recourse against PwC, and its Partners, directors, employees, professional advisors or agents. PwC disclaims any contractual or other responsibility to others based on its use and, accordingly, this information may not be relied upon by any third party. None of PwC, its Partners directors, employees, professional advisors or agents accept any liability or assume any duty of care to any third party (whether it is an assignee or successor of another third party or otherwise) in respect of this Report.

In preparing this Report PwC has relied upon information provided by, amongst others, Canadian Race Relations Foundation and other listed stakeholders. Except where specifically stated, PwC has not sought to establish the reliability of the sources of information presented to them by reference to independent evidence. The financial analyses presented in this Report are based on estimates and assumptions, and projections of uncertain future events. Accordingly, actual results may vary from the information provided in this Report, and even if some or all of the assumptions materialize, such variances may be significant as a result of unknown variables.

# 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

CRRF and PwC wish to recognize and thank the government agencies, intergovernmental organizations, members of academia, and specialized victims of hate support providers who participated in consultative meetings and generously contributed their time and experience to this report. In particular, CRRF appreciates its Advisory Group for its ongoing support and contributions throughout the project as well as the following organizations and individuals:

- 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
- Irfan Chaudhry, Director, Office of Human Rights, Diversity and Equity
- 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
- Sûreté du Québec
- Treaty Three Police Service (T3PS)
- Vancouver Police Department (VPD)





# Table of contents

<b>1. Introduction</b>	<b>7</b>
Five pillars demonstrate widening gaps	7
<b>2. Project approach</b>	<b>9</b>
Methodology	9
Victims of hate support analysis framework	10
<b>3. Current challenges in victims of hate support in Canada</b>	<b>13</b>
Current state and impact of the COVID-19 pandemic	13
Distinction between hate crimes and hate incidents and the impact that it has on victim support	13
Who is considered a victim and complexities caused by lack of a universal definition	14
Challenges with reporting and the role of bias	14
Federal initiatives and community engagement	14
Gap Analysis	15
<b>Pillar 1: Ecosystem governance</b>	16
<b>Pillar 2: Access</b>	22
<b>Pillar 3: Service delivery</b>	29
<b>Pillar 4: Service offering</b>	35
<b>Pillar 5: Workforce capabilities</b>	42
Prioritized initiatives	49
<b>Initiative 1: National yearly fund for victims of hate support organizations</b>	50
<b>Initiative 2: National support fund for victims and survivors of hate</b>	52
<b>Initiative 3: Emergency response fund for municipalities and community organizations</b>	54
<b>Initiative 4: National support Hub for victims of hate and support services</b>	56
<b>4. Conclusion</b>	<b>59</b>
<b>5. Appendices</b>	<b>60</b>
A. Survey summary	61
B. Community and stakeholder engagement themes	63
C. Glossary	67

# 01



# 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. As a result, colonialism continues to influence current circumstances of increased hate incidents across the country as Canada has yet to sufficiently address the pillars of bigotry.<sup>1</sup> At present, hate-motivated incidents reverberate across Canada, affecting a broad spectrum of individuals and communities. The most recent General Social Survey (GSS) by Statistics Canada estimated 223,000 self-reported hate-motivated incidents in 2019.<sup>2</sup> 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 proliferation of hate under the guise of free speech, and opportunists capitalizing on bigoted discourse also continue to contribute to the multifaceted ecosystem of hate in Canada and abroad.

The large scope of harms brought forward by hate is not only a threat to public safety, but it also negatively impacts the well-being, sense of belonging and social cohesion of Canadians. These trends, and more, sharply increased during the COVID-19 pandemic and posed further harms 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. Victims of hate support services are siloed, resulting in a fragmented support experience. There is no consistent path to follow for victims seeking services, making them particularly susceptible to secondary victimization and unaddressed trauma.

In May 2022, the Canadian Race Relations Foundation (CRRF) began to fill this void by commissioning PricewaterhouseCoopers (PwC) to review the services available for victims of hate in an effort to better support them in Canada. This report focuses on victims of hate, as this terminology is inclusive both of hate crime and incidents, and centers around victims and their perspectives. It 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 academia, government agencies, social service organizations, and policing services.

## Five pillars demonstrate widening gaps

Our findings across five pillars illustrate widening gaps in the current environment of support available to victims of hate, beginning with the lack of a national and global definition of hate. The current approach to supporting victims of hate in Canada is decentralized and often results in service providers working in silos. While Canada is a global leader in social services, navigating the slew of services available across the country poses considerable challenges to victims, resulting in retraumatization.<sup>3</sup> Services across sectors are available to victims at the federal, provincial and local levels, however, many of the community-based organizations and initiatives are funded for a short period of time, affecting the continuity of support required by victims.

Creating a National Support Hub for Victims of Hate & Support Services will be a progressive step towards much needed change. Similarly, bolstering funding for victims of hate support organizations and victims of hate will also make a positive impact. While there are many actions which can be taken at the local, provincial, and federal levels to enhance supports available for victims of hate, many of the broad changes necessary to prevent and counter hate requires systemic changes which include further strengthening federal legislation around hate, introducing regulations for social media platforms, and transforming funding avenues to incentivize cross-sector collaboration.

There is plenty of work to be done in supporting victims of hate. We are hopeful that this report can act as a catalyst to enhance visibility, amplify the dialogue on this issue and introduce much needed improvements to the current ecosystem that can benefit society for years to come. As you read this report, we hope that you feel comfortable in reaching out to us on how we can work together to better shape the landscape of support for victims of hate in Canada.



# 02





# Project approach

## Methodology

PwC, on behalf of the CRRF, conducted 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. Over a span of eight (8) weeks, PwC in collaboration with CRRF, undertook the following approach:

### 1. Leading practice analysis framework:

Developed the framework based on leading practices in the European Union (EU) and the United States (US) through the work of the Organization for Security Cooperation in Europe (OSCE), Anti-Defamation League (ADL) and the Association of Counseling Centers for Victims of Right-Wing, Racist and Antisemitic Violence in Germany (VBRG) to help ground the initial analysis and guide the assessment of current victims of hate support services in Canada. These organizations were carefully chosen as they are global leaders in the field and their insights and practices can be tailored and adapted to the Canadian context.

As one of the longest standing anti-hate organizations in the world, ADL continues to fight extremism and bigotry through innovation and partnerships. The OSCE Office for Democratic Institutions and Human Rights (ODIHR) in collaboration with VBRG implemented the Enhancing Stakeholder Awareness and Resources for victims of hate support (EStAR) project to develop a framework for sharing international standards and good practices in victims of hate support. Beyond their collaboration with ODIHR, VBRG has over two decades of experience with supporting people affected by ideologically motivated crime through their 15 member counselling organizations distributed across Germany - a model that could be applicable to Canada where cultural diversity is prevalent across a vast geography.

**2. Community and stakeholder engagement:** To ensure that the process was inclusive and captured the voice of community organizations working with victims of hate, an online survey was distributed to community organizations with the goal to understand their role in victims of hate support, the challenges that they face in supporting victims of hate and how they envision the future for victims of hate support services in Canada.

While this report is focused on the responses gathered within the project timeframe, additional responses received beyond the timeline of this project will continue to inform CRRF's future work on the topic.

A representative sample of 20 sector stakeholder organizations from government agencies (including police services), intergovernmental organizations, academia, and specialized victims of hate support providers were consulted to provide their perspectives related to victims of hate support. Findings from community and stakeholder engagements were anonymized and used to refine the framework as well as assess the current state of the Canadian victims of hate support system. The members of the CRRF's Advisory Committee were also part of the consultative process.

- 3. Draft report development:** Findings from the literature review and community and stakeholder engagement were used to inform the development of the draft report. The report includes a summary of the current state of victims of hate support in Canada, leading practices, and a set of prioritized recommendations with top-down implementation cost estimates based on normalized jurisdictional comparators. These findings and recommendations were iterated and refined in collaboration with the CRRF's Advisory Group.
- 4. Report finalization:** Finalization and submission of the report and executive summary presentation based on CRRF final feedback.

## Limitations

Given the project scope and challenges related to stakeholder availability within time constraints, engagements were limited to a small sample of representative stakeholders belonging to the following categories:

- Community organizations;
- Academia;
- Canadian government agencies;
- Global leaders in victims of hate support;
- Indigenous government agencies;
- Indigenous police service;
- Police services; and
- Specialized victims of hate support organizations.

## Victims of hate support analysis framework

The framework 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 is comprised of five key pillars:

- 1. Ecosystem governance:** The framework in which organizations involved in the planning, oversight and delivery of victims of hate 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.
- 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.
- 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.

- 4. Service offering:** The range and depth of victim-centric services and trauma-informed interventions available are designed to meet the evolving needs of a victim of hate throughout their journey and experience. There are measures in place to mitigate risk of secondary victimization.
- 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.

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 Canadians.





## Ecosystem governance

### Legal and policy framework

Laws and policies recognize victims of hate as a distinct category of vulnerable individuals with specific needs and entitlements. These policies should also clearly define quality standards to guide service delivery nationally.

### Governance model

A governing structure that determines the way stakeholders interact to meet the collective objective of supporting victims of hate in Canada. The model articulates mandates, roles, responsibilities and accountabilities among ecosystem stakeholders.

### Inter-agency collaboration

Fostering an environment that is conducive to multi-agency collaboration and partnerships to streamline coordination across victims of hate support services.



## Access

### Accessibility

Victims of hate support services aim to encourage service utilization by reducing barriers of access and acknowledging cultural diversity.

### Visibility

Raising awareness through outreach and educating the public and vulnerable populations about available victims of hate support services can help build trust, improve reporting and increase uptake of support services.

### Referrals

Regardless of the support services that victims of hate may initially access (e.g. police, community organizations), they are moved through an established support and referral process to ensure standardization and high quality service.



## Service delivery

### Delivery channels

The delivery of support services across multiple channels to accommodate the unique requirements and preferences of victims of hate. This approach acknowledges a victim of hate's evolving needs along their victimization experience.

### Reporting

Reporting is the entry point into the victims of hate support system. By implementing a standardized approach of recording hate-motivated acts and ensuring that victims feel supported, law enforcement can play an important role in improving perceptions of the victims of hate support system.

### Continuous improvement

Ongoing evaluation of support services provides an invaluable input to program planning, development and improvement.



## Service offering

### Wellbeing and security

The need for safety and physical protection is particularly acute immediately after experiencing a hate crime. Measures to help restore the victims of hate's sense of security and overall well being are fundamental to victims of hate support.

### Practical and legal assistance

The trauma of being a victim of hate often brings other impacts such as loss of income and the need for temporary relocation or legal representation. Tangible support to help address these needs enable victims to regain control of their situation.

### Emotional and psychological support

A hate crime can have lasting impact on a victimized individual, their family and even the broader community. Building trust and providing specialized psychological support tailored for victims of hate are crucial in helping individuals heal and build resilience.



## Workforce capabilities

### Equity, Diversity and Inclusion (EDI)

Support service organizations need to build their internal capabilities in equity, diversity and inclusion by adopting these principles in their recruitment and training strategies with the focus of establishing a culturally competent workforce that better reflects the victims they support.

### Talent development

Training on victims of hate centric principles and trauma informed interventions is a basic requirement for victims of hate support providers. Advanced training and continuous development programs are designed to further enhance their knowledge and expertise.

### Resources and support

Ensuring that the workforce has access to resources to manage occupational health challenges associated with victims of hate support delivery. These support services may include burnout and retraumatization prevention and strategies to promote mental health and wellbeing.

03



# Current challenges in victims of hate support in Canada

## Current state and impact of the COVID-19 pandemic

“When I tell the story, everyone says that I should have reported it. But to who? What effect would it have had? I just wanted to forget about it...I didn't know the right person to go to. The police are overworked and don't have time – I didn't think it was a 'heinous crime'. And what if I got the wrong police constable? I don't want to add to my pain and victimization. I'd rather put up with it. I'd rather protect myself. And I don't want to risk having it be trivialized.”<sup>4</sup>

**-African Canadian woman in Toronto after being a victim of a hate incident.**

This narrative is common amongst victims of hate, where victims of hate feel that they either are let down by authorities and the public, don't know who to report to, or dismiss the attack they suffered altogether.

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.<sup>5</sup> The number of reported hate crimes broke new records in both 2020 and 2021<sup>6</sup>, and that doesn't take into account the estimated 80 percent of hate crimes that go unreported across Canada every year.<sup>7</sup>

Hate crimes that targeted a specific race or ethnicity rose 80 per cent in 2020 compared to 2019.<sup>8</sup> Hate crimes against Asian Canadians rose 300 per cent in 2020<sup>9</sup> according to the Toronto police with many of these attacks being motivated by false claims that China is responsible for the COVID-19 pandemic.<sup>10</sup> The Jewish community reported new records for anti-Semitic incidents in 2021 and then again in 2022. More Muslims have died in targeted hate crimes in Canada than in any other G7 nation in the past five years.<sup>11</sup> The recent GSS found that one in five Black (21%) and Indigenous (22%) people have little or no confidence in the police, double the proportion of those who were neither Indigenous nor a visible minority, which can be attributed to the long history of distrust of police.<sup>12</sup>

It is evident based on these statistics that reported hate crimes are only increasing and, sadly, affecting more Canadians.

## Distinction between hate crimes and hate incidents

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. Hate crimes and incidents extend far beyond a singular form of discrimination. 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.<sup>13</sup>

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. The Canadian Criminal Code contains provisions for hate crimes though they are usually only applicable for “offences involving hate propaganda or the promotion or advocacy of genocide”.<sup>14</sup> In 2021, the Minister of Justice and Attorney General of Canada introduced a bill to better combat hate speech and hate crimes, which also included improved remedies for victims.<sup>15</sup> Included in the bill was the plan to expand the definition of the term “hatred” in section 319 of the Criminal Code. The expansion would include wilfully promoting hatred against an identifiable group. Additionally the bill included the creation of a new peace bond that allowed victims, or those who feared that they may be a victim of a hate crime or incident to deter an individual from committing a crime. A breach of the peace bond would carry a maximum sentence of four years.<sup>16</sup> Prior to the federal election in 2021, Bill C-36, which looked to amend the Criminal Code in the hopes of making it easier for acts to be charged as hate motivated crimes, was tabled; consequently, the bill has not made it past the first reading stage.

This reports focuses on victims of hate, as this terminology is inclusive both of hate crime and incidents, and centres around victims and their perspectives.



## **Complexities attributed to a lack of a universal definition**

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 ethnic, religious and cultural groups or members of the LGBTQ2+ 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. The impact of hate can be far greater than the impact of a crime committed without a bias motive.<sup>17</sup> The psychological impact is greater and research shows hate crime victims report more distress, higher levels of fear, depression and anxiety, and are more likely to see the world as unsafe and dangerous.<sup>18</sup>

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. For example, the Canadian Ministry of Justice defines a victim as “a person who has suffered physical or emotional harm, property damage, or economic loss as a result of a crime”.<sup>19</sup> The National Office for Victims (NOV) defines a victim from the Corrections and Conditional Release’s perspective, restricting the definition of crime to the scope of federal offences only.<sup>20</sup> 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. Moreover, their role in the criminal justice system is centred on the support they can provide to the police and prosecutors in the criminal proceedings, rather than on their needs.<sup>21</sup>

A further complexity in understanding hate legislation surrounds provincial legislation differing from federal legislation. In Quebec for example, a bill was introduced to broaden the definition of victims of crime. Additionally, Bill 84 replaced the old legislation with a framework to better assist victims and facilitate their recovery. 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.

## **Challenges with reporting and the role of bias**

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.<sup>22</sup> 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.<sup>23</sup> The various barriers that face victims of hate in reporting include language, intellectual and psychosocial barriers, and cultural norms.<sup>24</sup> Sometimes, victims feel the hate that they experience goes unreported due to the fact that they do not know how the process works.<sup>25</sup>

A further issue with hate crime reporting and victim support stems from the fear of retaliation victims have from their attackers as well as a distrust of the authorities. Recording and reporting a hate crime by law enforcement also depends on the accurate classification by police officers who must determine the motivation of the suspect and record evidence supporting the existence of one or several bias motives. Some victims who have reported multiple incidents have shared that the process differed each time, displaying a lack of consistency in the reporting mechanisms.<sup>26</sup>

While police services are aware of those challenges and are working on strategies to overcome barriers for victims of hate and improve their experience with the criminal system, underreporting and under-recording currently undermines the ability of authorities to fully understand the broader landscape and provide accurate and timely support services to victims. When hate related crimes are not recorded, victims of hate become invisible, and it becomes even more difficult to deliver support services to them.

## **Federal initiatives and community engagement**

As part of a promise made during their campaign in the last federal election, the Liberal Government initiated consultations for Canada’s first ever National Action Plan on Combating Hate.<sup>27</sup> Launched in March of 2022, the consultations are aimed to better inform the National Action Plan on what the various communities expect the government to do to prevent hate crimes and how the government can better help victims of hate.

In July 2021, the Government of Canada hosted two national summits on anti-Semitism and Islamophobia to identify ways in which organizations, communities, individuals, and the federal government can work together to increase public awareness, enhance community security, combat misinformation and online hate, and identify new measures necessary to combat anti-Semitism, Islamophobia, and hate-fueled violence. The federal government has continued to engage community organizations and has made them an integral part in the fight for victims of hate as they are often on the front lines of support for victims.

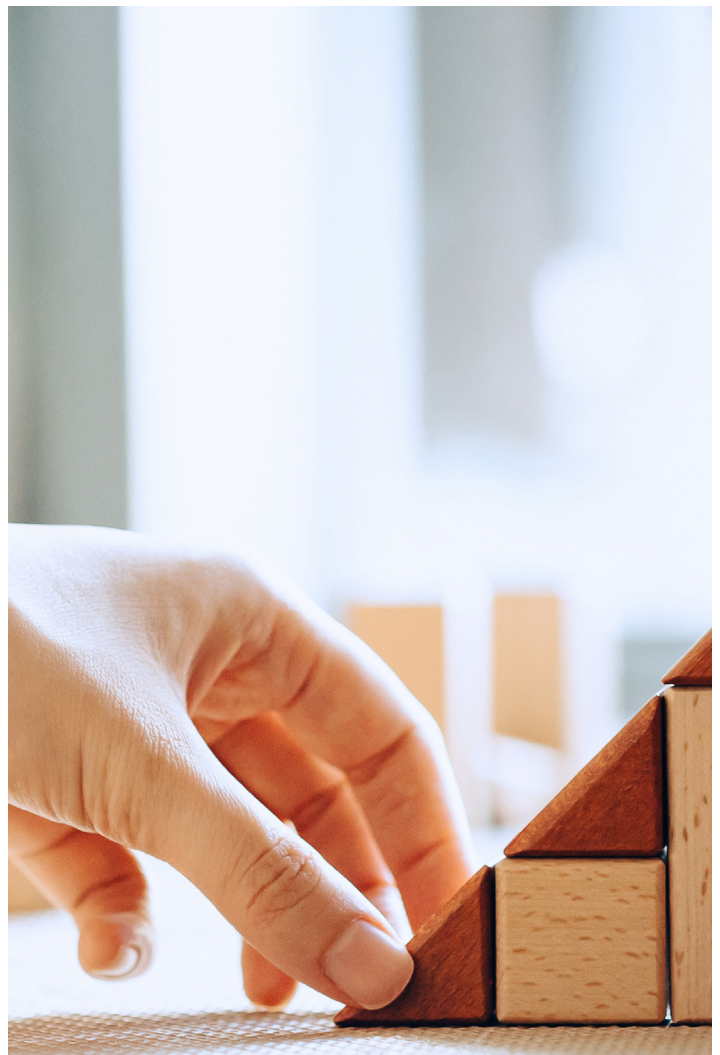
Hate crimes do not occur in a vacuum. Consequently, the exponential rise in both reported and unreported hate crimes over the past few years could be a direct result of hateful ideologies being adopted by more individuals. With Canadians spending more time at home, isolated from pre-COVID social connections, engagement with far-right content online increased 19 per cent weekly during the various lockdowns in 2020 and 2021.<sup>28</sup> 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. The following section presents the detailed victims of hate analysis framework where leading practices and Canadian observations are discussed for each pillar. Gaps identified through the literature review and community and stakeholder engagements are also included.

The complexity of hate victimization and the limitations of the existing victims of support services provide a number of opportunities for improvement. Through the gap analysis, the structural, procedural and personal challenges that victims of hate face are looked at more closely to identify strategies to address them. The analysis helps set the stage for a prioritized set of initiatives detailed in Section 5: Prioritized Initiatives that are critical first steps for the government to action with sector stakeholders in the immediate future.

## Gap Analysis

To better understand the gaps that exist in the Canadian victims of hate support system, the victims of hate support analysis framework introduced in section 2 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. While efforts have been made to correspond each leading practice with a Canadian observation, a Canadian comparator may not exist for every leading practice (or vice versa). A set of actionable opportunities are then highlighted for consideration to help address the key gaps in Canada's victims of hate support system based on international standards.



## Pillar 1: Ecosystem governance

The framework in which organizations involved in the planning, oversight and delivery of victims of hate 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.

Ecosystem Governance can be broken down into three criteria:



**Legal and policy framework**



**Governance model**



**Inter-agency collaboration**

**Legal and policy framework:** Laws and policies recognize victims of hate as a distinct category of vulnerable individuals with specific needs and entitlements. These policies should also clearly define quality standards to guide service delivery nationally.

### Leading practices

- **Consistent definition of hate crime:** The lack of a unified definition of hate crime across jurisdictions has led to different approaches to addressing hate-motivated crimes. In recognition of this systemic issue across Europe for instance, the European Union (EU) adopted The European Union Framework Decision on Racist and Xenophobic Crime with a goal to establish a common criminal law approach for dealing with racist and xenophobic behaviour.<sup>29</sup>
- **Enhanced penalties as a deterrent:** Strengthening legislation can help serve as a deterrence from committing hate crimes and protect those who have experienced them.<sup>30</sup> For example, the UK hate crime laws incorporated penalty enhancement provisions.<sup>31</sup> Similarly, some states in the US have extended the penalty sentence for hate crimes.
- **Distinct legal status of hate crime victim:** The legal and policy framework should clearly define hate crime victims as a distinct category of victims. This status should trigger specific support services such as protection and legal support to facilitate their participation in the criminal process in recognition of their particular vulnerability as discussed earlier in current challenges in victims of hate support services in Canada. The definition should include a set of criteria to help criminal justice professionals identify these victims and ensure that they receive the appropriate support throughout their criminal justice experience.<sup>32</sup>
- **Victim-centric approach:** Jurisdictions that have a more mature victims of hate support model offer services that are centred around the victims of hate. This may range from considering the gender impact of hate in the design of support services to helping victims of hate navigate the legal system.<sup>33</sup> The UK, for example, achieves this by introducing Hate Crime Leads in all departments of the prosecution service to be responsible for overseeing prosecutions and ensuring victims of hate are supported throughout legal proceedings.<sup>34</sup> Furthermore, victims of hate have privileged information rights such as earlier access to case decision information compared to other crime victims. They are also entitled to deliver a victim impact statement. Local communities can also contribute to the legal proceedings with a Community Impact Statement describing how the hate crime impacts the broader community.<sup>35</sup>
- **Regulating online hate:** Jurisdictions are increasingly aware of online hate and the traumatic impact that it can have on individuals and communities. Being mindful of the fundamental rights for free expression, regulating cyberhate should be a priority as hateful online content continues to proliferate and often crosses over, leading to real-world violence. ADL suggests that managing online hate requires the collective effort of the Internet community, victims of hate support providers, civil society, academia, legal community and governments.<sup>36</sup>

Germany recently introduced the Act to Amend the Network Enforcement Act to combat online hate speech and fake news in social networks. The act extends to video-sharing platform providers and increases social media providers' accountability to the public by putting in place mechanisms to facilitate complaints about unlawful content.<sup>37</sup>



## Canadian observations and gaps

- **Lack of clarity around what constitutes a hate crime:** In Canada, hate motivated incidents and crimes are not explicitly specified under the Criminal Code, but hateful motivation as an aggravating factor to existing crime is ratified in the act. Hate related offences in the Criminal Code is not inclusive and only specifies advocating genocide (s.318 of Criminal Code), public incitement of hatred (s.319), willful promotion of hatred, and mischief motivated by hate in relation to religious property(s.410).<sup>38</sup> Therefore, a hate motivated crime can be interpreted and categorized differently depending on local law enforcement practices.

Many of the stakeholders consulted underscored that current gaps in the legislation contribute to under-reporting as a result of a lack of understanding of what a hate-motivated act is. In cases where an individual's victimization is perceived as not reaching the threshold of the law, they do not see the value of reporting a hate incident. In fact, the national General Social Survey on self-reported victimization found that 64% of respondents did not report hate incidents because they thought the police would disregard the incident.<sup>39</sup> Some municipal police services have started recording hate incidents in the hopes of overcoming this gap in legislation.

- **Gaps in the current federal victim legislation:** The Canadian Victims' Bill of Rights (CVBR) was enacted in 2015, establishing rights for victims of crime at the federal level with the goal of giving them a more effective voice at every step of the criminal justice process.<sup>40</sup> It defines a victim as anyone who has suffered physical or emotional harm, property damage or economic loss as the result of the commission or alleged commission of an offense.

While stakeholders noted CVBR as a move in the right direction, there are a number of perceived gaps. For instance, CVBR is not inclusive of certain victims of hate such as Canadians who are victimized abroad, or victims of hate incidents. Other critics allege that the bill is perpetrator-focused and does not provide tangible support for victims of hate which can further traumatize them.<sup>41</sup> The progress report completed by the Office of the Federal Ombudsman for Victims of Crime states the CVBR does not provide a comprehensive national solution and has no means of enforcing victim rights.<sup>42</sup> The report states that the legislation has failed to meet its objectives, and there is inconsistency in its implementation. A review of the legislation was expected in 2020 but the bill has yet to be introduced in parliament.

The vacancy of the federal ombudsman role for victims of crime since October 2021 has been perceived by some service providers as an indication that victim support is not a priority for the federal government. Victims of crime including victims of hate have not garnered the attention required to foster adequate policy development.<sup>43</sup>

- **Revision of "founded" criminal acts:** As a result of complexities associated with certain offenses such as sexual assault and domestic violence, the definition of "founded" was updated to be more victim-centric. The definition puts forth that unless there is concrete evidence to prove the crime did not happen, it is to be believed that it occurred. This revised definition extends to hate crimes and ensures that any victim of a hate crime is entitled to a thorough investigation before it can be determined unsubstantiated.<sup>44</sup>
- **Inadequate resource allocation for Indigenous policing:** As a result of inadequate policies and funding of Indigenous police forces, Indigenous communities are challenged to access basic policing services. The CRRF is not aware of any Indigenous policing organizations that have dedicated hate crime units. Being a specialized service, victims of hate support is seen as a luxury that most Indigenous communities cannot provide given limitations in resources.<sup>45</sup> For instance, the Canadian Human Rights Tribunal found that the government did not appropriately fund the Mashteuiatsh Police Services, highlighting the systemic funding challenges that many First Nations police forces face.<sup>46</sup> To help address this problem, the Federal government proposed to co-develop a legislative framework that recognizes First Nations policing as an essential service.<sup>47</sup>

## Canadian observations and gaps

- **Lack of regulation and tools to combat online hate:** Legislation related to online hate crime is inadequate in most jurisdictions including Canada. Many of the mechanisms needed to curb online hate and support victims are still in development. While hate expressed on social media can have devastating impacts on individuals as well as communities, the current laws and regulations do not provide protection for victims and survivors of hate. Noticeably missing are preventative tools to tackle the space when online hate transitions to offline hate crimes and violence which impact large swaths of the population. Several police organizations indicated that even when they are made aware of an online hate incident, they are limited in what they can do to reprimand the perpetrator.<sup>48</sup> Public Safety Canada was given the lead to address online hate and begin efforts to regulate online platforms, but the leadership of creating a path forward to regulate online platforms shifted to Canadian Heritage to provide more transparency to Canadians. Drafting is currently underway with community and interdepartmental support. The Government of Canada is also developing Canada's first National Action Plan on Combating Hate with consultations taking place earlier in 2022.<sup>49</sup>

### Opportunities:

- **Amend the Canadian Victims' Bill of Rights** to be more inclusive of the variety of victim profiles and realities in Canada as well as provide a more clear definition for victims of hate that is universally adopted by agencies and organizations across Canada.
- **Appoint a new chair of the Federal Ombudsman for Victims of Crime** using input from community organizations on who is best suited to fill this role.
- **Develop a standardized definition of non-criminal hate** that can be used by sector stakeholders including police forces, community organizations and victims of hate support organizations. Efforts to promote its use in practice coupled with sensitive response to victim reporting can effectively encourage individuals to come forward.
- **Create a national framework to support multi-agency referrals** across the victims of hate support ecosystem and formalize collaboration and local referral pathways through memorandum of understanding.
- **Update Federal First Nations Police Services Legislation** in order to recognize First Nations police as an essential service and designate funding accordingly.
- **Address the threat posed by online hate** adequately through legislative means. Use the European legislation as a guide to draft meaningful legislation and listen to the public as well as the appointed expert panel on online hate on their thoughts and concerns with legislation targeting online hate.



**Governance model:** A governing structure that determines the way stakeholders interact to meet the collective objective of supporting victims of hate in Canada. The model articulates mandates, roles, responsibilities and accountabilities among ecosystem stakeholders.

## Leading practices

- **Strategic leadership:** The surge in hate incidents and hate crimes globally have brought to light the gaps that exist in victims of hate support services. As a first step to addressing hate, all OSCE participating nations are urged to develop and implement a hate crime action plan that includes a focus on providing specialist support and setting measurable targets and timelines.<sup>50</sup> Having law enforcement agencies publicly affirm its commitment to fighting hate can also send a powerful message that discrimination will not be tolerated. The increased attention on the topic can help secure resources for the prevention and intervention of hate.<sup>51</sup>

## Leading practices

- **Formal structures to oversee service delivery:** Victims of hate support is multifaceted and requires collaboration across multiple organizations to deliver services. According to ODIHR, developing clear guidelines related to needs assessment, training for criminal justice stakeholders and hate crime data collection and sharing can foster inter-agency collaboration<sup>52</sup>. The US Department of Justice (DOJ) recommends creating a hate crime task force with members from various law enforcement agencies and community representatives. This governing structure not only improves coordination of support services but can also strengthen community partnerships and increase awareness within the community.<sup>53</sup>

While the aforementioned examples speak to “Big G governance” where governments create the ecosystem framework in which organizations interact to provide victims of hate support, the London Borough of Greenwich in the UK is a good example of local governance. The borough created a specialist multi-agency support panel made of government and community partners where they aim to accelerate the referral process. The panel meets once a month to discuss cases to efficiently and effectively identify and respond to service needs in a collaborative manner.<sup>54</sup>

- **Central funding support:** Stable funding is critical for the survival of victims of hate support programs and services. While well-established community organizations often have sustainable financial support, others struggle with resources and rely on grants. The challenge for many of these organizations is that they may not be aware of these grants, or they do not realize they are eligible to apply. Establishing or assigning an entity to bring awareness and help community organizations navigate potential funding sources can strengthen the hate crimes support system. For instance, state agencies in the US are responsible for informing eligible community organizations of existing grants and administering grant program funding.<sup>55</sup>

## Canadian observations and gaps

- **Decentralized model of victims of hate support:** Victims support follows a decentralized model in Canada. The federal government provides legislative and regulatory remedies to support victims of crime. The Ministry of Public Safety and Emergency Preparedness Canada (PSEPC) and the Ministry of Justice offer information and assistance to victims through different departments, including the National Office for Victims (NOV), the Policy Centre for Victim Issues (PCVI) and the Office of the Federal Ombudsman for Victims of Crime (OFOVC). The Federal Victims Strategy (FVS) consolidates all federal government work related to victims of crime.<sup>56</sup>

Canadian Heritage has developed a Anti-Racism strategy to demonstrate leadership in addressing systemic racism and discrimination. It is a step forward in acknowledging issues experienced by victims of hate, although it does not explicitly address the issue.

- **Fragmented federal funding support:** The Ministry of Justice Victims Fund provides grants to provincial and territorial governments and NGOs to support projects and activities that promote access to justice and improve services for victims.<sup>57</sup> This includes funding for specific sub-categories of potential victims of hate such as families of missing and murdered Indigenous women or girls. The PSEPC also provides grants to support organizations and communities impacted by hate, for example through the Communities at Risk: Security Infrastructure Program to help with the cost of security infrastructure improvements for places of worship, educational institutions and community centres. Although federal funding is centred around crime victimization, it is not aligned with the broader spectrum of individuals and communities impacted by hate, nor does it offer funding to address the specific impacts of hate. Many NGOs and community organizations offering support to victims of hate do not feel represented in the available funding, the burden of finding and applying to grants adding to their instability.<sup>58</sup> Funding is also often only limited to a few years, making it challenging as hate victimization requires short, medium and long term solutions. For instance, community organizations and Victim Services Units in Alberta have been chronically under-funded and have historically relied on annual grants from Alberta’s Victims of Crime Fund and community fundraising to continue operations. The provincial government’s decision to expand the scope of the fund to include funding for public safety initiatives reduces the pool of funds that victims of support organizations have access to.<sup>59</sup>

## Opportunities:

- Government of Canada to broadly disseminate information on Canada's Anti-Racism Strategy 2.0 when it becomes available.
- Create a multi-agency panel of specialists who work with victims of hate to better inform policy at all levels and create a better understanding of the needs of victims as well as service providers.
- Update and streamline funding opportunities as well as increase overall funding for service providers who provide services for victims of hate.



**Inter-agency collaboration:** Fostering an environment that is conducive to multi-agency collaboration and partnerships to streamline coordination across victims of hate support services.

## Leading practices

- **Collaborative partnerships and alliances:** All OSCE participating nations are responsible to ensure that victims of hate have full access to support and justice by helping to connect the dots between community organizations (which often provide the support services) and the criminal justice entities.<sup>60</sup> Government agencies and victims of hate support organizations collaborate through formal agreements.<sup>61</sup> Greece, for example, developed a national cross-governmental protocol to address hate crime and improved the common police-prosecutor hate crime database to enhance institutional responses to hate.
- **Trust building:** Collaboration between community organizations and law enforcement can build and strengthen trust within communities. Together they can prevent hate and better support reporting and investigations, and ultimately increase the likelihood of successful prosecution of hate-motivated crimes.<sup>62</sup> The Bureau of Justice Assistance (part of the US DOJ) offers various grants to encourage collaborative solutions to address hate which include a site-based fund for state, local and tribal law enforcement and prosecution agencies to support outreach, education, victim reporting tools and hate crime investigation and prosecution.<sup>63</sup>
- **Centralized mapping of victims of hate support services:** The ODIHR standards recommend that the State takes responsibility for mapping available victims of hate support services on an ongoing basis to identify emerging gaps that need to be addressed as support needs evolve over time. Given that the police is often the first point of contact for victims of hate and typically have a network of support providers they work with, the police forces should be engaged to support and validate the mapping exercise.<sup>64</sup>

## Canadian observations and gaps

- **Victim services as a shared responsibility:** In Canada, victims of crime are supported by multiple organizations that come together to offer programs and services. The success of this decentralized model depends on effective multi-level inter-agency collaboration. While the federal government provides specific types of information and assistance to all victims in Canada, the provision of victim services are the responsibility of provincial and territorial governments.

To demonstrate the federal government's commitment to collaborate with stakeholders on addressing hate, the Government of Canada hosted two national summits in July 2021 on Antisemitism and Islamophobia to identify ways in which organizations, communities, individuals, and the federal government can work together to combat antisemitism, Islamophobia, and hate-fueled violence, and included community organizations as an integral part of the solution.<sup>65</sup>

## Canadian observations and gaps

This decentralized model is limited in its capacity to effectively support victims of hate without inter-agency collaboration.<sup>66</sup> Support services for victims of hate are embedded in general victim services, making it difficult for government agencies, police services, NGOs, police and community organizations to streamline coordination. The number of agencies involved and the suboptimal coordination create barriers both for service providers and victims. In this matter, non-governmental organizations (NGO) and community organizations are key stakeholders in supporting victims to navigate governmental resources.<sup>67</sup>

- **Law enforcement and community collaborations:** Community and stakeholder engagement have highlighted several examples of collaboration between NGOs and community organizations, and law enforcement. Those initiatives were described as promising by stakeholders, although sometimes anecdotal. Agreements and guidelines could help formalize and expand this type of collaboration.<sup>68</sup> In 2022, the CRRF and the RCMP announced the launch of a national task force to address hate crimes in Canada, focused on increasing awareness of the scope, nature and impact of hate crimes across Canada.<sup>69</sup>
- **Fighting hate at all levels:** Stakeholder interviews identified several provincial and local collaborative partnerships and alliances that address hate and support victims. For example, in Alberta, the Red Deer RCMP, the Central Alberta Community Legal Clinic (CACLC), and Ubuntu-Mobilizing Central Alberta have launched the Community Coalition Against Hate to better track hate crimes and incidents in the region.<sup>70</sup> In the Greater Toronto Area, the Council of Agencies Serving South Asians (CASSA), developed an Anti-Hate Community Leaders' Group to bring together community leaders.<sup>71</sup> Those initiatives are foundational to build trust among partners and set the stage for improved collaboration. Government guidance and stable funding to establish and support multi-agency collaboration has been identified as a challenge by several stakeholders.
- **Self-service directory:** While it is not exhaustive, the national web-enabled Victim Services Directory created by the Policy Centre for Victim Issues of the Department of Justice Canada provides a good starting point for centrally keeping track of available support services across the country. It helps individuals locate and determine what victim service(s) they may require. The search filters include: types of victimization (e.g. hate crime, elder abuse), types of services (e.g. advocacy, counselling), service language and distance from location.<sup>72</sup>

### Opportunities:

- **Develop a more comprehensive directory and/or self-service tool** to help alleviate and address some of the limitations of the current Victim Services Directory, as it is not inclusive of all options in Canada
- **Develop a more comprehensive multi-agency collaboration plan** that includes federal guidance as well as funding opportunities. This collaboration should include actors at all levels (local, provincial, territorial and federal).
- **Provide a collaboration framework** to help improve and formalize relationships between law enforcement and local communities throughout the country.

## Pillar 2: Access

Facilitating access is centred 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.

Access can be broken down into three key criteria:



**Accessibility**



**Visibility**



**Referrals**

**Accessibility:** Victims of hate support services aim to encourage service utilization by reducing barriers of access and acknowledging cultural diversity.

### Leading practices

- **Compliance with accessibility standards:** Victims of hate support organizations should adhere to national regulations related to accessibility as well as offer additional linguistic options to accommodate victims who may not speak the national official languages. For instance, victims of hate support resources should be available in different languages and formats (e.g. online, pamphlets and posters) as well as include details about how services can be accessed, the types of services offered, and the rights of service seekers.<sup>73</sup> For example, the US DOJ website contains a banner that enables individuals to seek help or report a hate crime in over 20+ languages other than English.<sup>74</sup> In the UK, victims of hate with mental disabilities are entitled to additional rights (e.g. assistance from a registered intermediary) when summoned to the court as a witness or when making a statement.<sup>75</sup>
- **Striving for “zero-barrier” support:** According to ODIHR’s Model Quality Standards for victims of hate Support, support providers should ensure that they provide clear guidance on how they can be contacted. These services must be free-of-charge to avoid any financial burden on victims of hate. Where certain services like repairs for damaged property require financial contributions from victims of hate, they should be made aware of the potential cost in advance so they are able to make informed decisions around their support needs.<sup>76</sup> For instance, victims of hate in the UK are entitled to free-of-charge translation or interpretation services to ensure they are able to participate in legal proceedings including police interviews and providing evidence in court.<sup>77</sup>

The physical location of support services, particularly when services are hard to get to, can represent a barrier for victims of hate to report or request support. To make it more convenient to report hate crimes in the UK, victims of hate can report a hate crime at a police station or at one of the reporting centres within sporting centres or clubhouses.<sup>78</sup> Another example is VBRG where member organizations offer victims the option to decide where to meet for counselling.<sup>79</sup>

- **Cultural competence:** Awareness, understanding and acknowledgement of cultural and gender differences that affect a victim’s response and interactions with the police and the victims support system is critical when dealing with victims of hate. Where possible, arrangements that take into account a victim’s race, national or ethnic origin, language, religion, sex, age, mental or physical disability, sexual orientation, or gender identity or expression can encourage victims of hate to engage with the support system.<sup>80</sup>

## Canadian observations and gaps

- **Accessibility standards in Canada:** The Accessible Canada Act (ACA) is a federal law that aims to make Canada barrier free for individuals by 2040.<sup>81</sup> As a part of the ACA, persons with disabilities are meant to be consulted when policies, laws and programs that impact them are developed. In the context of victims of hate, this means that those suffering from any form of disability should be included in the development of programs aimed at supporting victims and in theory, improve those services as a result.
- **Investment in distress centres:** In April 2022, the federal government announced that it would open 13 crisis centres across Canada, (including remote communities) to provide mental health services to those in need, including 24-hour crisis support, counselling and referrals to other social services.<sup>82</sup>
- **Barriers to access:** Stakeholder interviews identified several barriers in accessing support in Canada, which often prevent victims from reporting incidents and receiving support services. Known barriers include fear of retaliation, misunderstanding of the law and cultural and language barriers. Historical and systemic racism against racialized and Indigenous communities, as well as jurisdictional issues, have not only driven them away from public services, but have even prompted some communities to create their own separate services.<sup>83</sup>

Rural residents may find it difficult to access victim services due to limitations in public transportation or absence of services in their community. Community organizations and victim services providing support to victims of hate in remote communities often lack resources including personnel, facilities as well as targeted training. The past three years have brought on a new set of access challenges due to the COVID-19 pandemic, and have exacerbated feelings of isolation for vulnerable individuals and communities including potential victims of hate.

- **Strained relationship with police:** Interaction with law enforcement has historically been difficult for some communities, especially in immigrant communities where often there is a rooted distrust in law enforcement. Many Canadians immigrate from countries that have corrupt law enforcement agencies which breeds a distrust of police that is difficult to repair. The historical distrust of police by Blacks and Indigenous communities are further propagated by inconsistent treatment by law enforcement. For instance, the Ontario Human Rights Commission (OHRC) as part of its inquiry into racial profiling and discrimination of Black persons by the Toronto Police Service confirms that Black people are subjected to a disproportionate burden of law enforcement.<sup>84</sup> In addition to this, historical challenges and recent events in North America have amplified tensions between law enforcement and some of the residents that they serve to protect. Negative personal experiences with law enforcement have been mentioned by individuals and communities consulted.<sup>85</sup> Stakeholders in the law enforcement space have acknowledged these challenges and discussed initiatives aimed at improving relations with residents which include mobilizing community outreach. Some hate crime units have invested in outreach programs and have liaison officers whose mandate is to create and grow trusted relationships with communities.<sup>86</sup> Many law enforcement agencies across Canada have recently undertaken initiatives aimed at understanding systemic racism in Canada to address the underlying causes of systemic discrimination in policing.
- **Facilitating accessibility:** Most stakeholders catering services to victims of hate mentioned having strategies in place to mitigate language barriers. Many service providers and police services offer information and resources in different languages and translation services. For example, British Columbia attempted to mitigate these barriers by creating VictimLINK, a 24-hour a day toll free information line for victims.<sup>87</sup> Services are provided in 150 different languages including 17 Aboriginal languages. However, counselling in languages other than English and French remains unaddressed for many victims of hate. Limited focus has been placed on other aspects of accessibility such as visual impairment, deafness, physical disability and cultural difference.

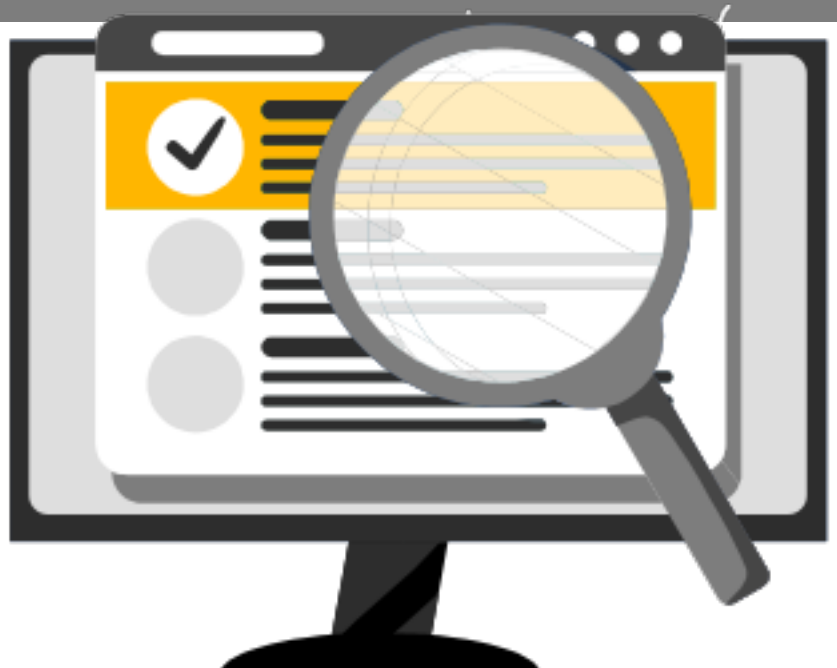
## Canadian observations and gaps

- **Suboptimal understanding of cultural norms and differences:** Stakeholder interviews and the survey of community organizations conducted as part of this assessment suggest that a lack of cultural understanding persists in Canada and represents a significant barrier to reporting as well as accessing support services. Victims of hate often are from minority groups, and understanding cultural norms and differences is imperative to victim support work. The Resilience BC Anti-Racism Network implemented a province wide approach to challenge racism. The objective of the program is to prevent future incidents of racism and hate by connecting communities with relevant information, support services and training. Services are delivered through a “Hub and Spoke” framework - the hub being the centralized governing body and the spokes are the community organizations responsible for delivering the services.<sup>88</sup>

Some police services try to improve the cultural competence within their organization by taking new recruits to tour religious and cultural facilities to better understand community groups, services being offered within these sites, and participate in activities available to the broader community.<sup>89</sup> Government agencies and police services have also recently started creating liaison positions within their ranks to improve relations with communities. For example, the SPVM created a Community Indigenous Relations Advisor position in 2022.<sup>90</sup> While these initiatives are concrete steps in building bridges with marginalized communities, stakeholders consulted remain ambivalent about their potential impact, given the difficult relationship with colonial institutions.

## Opportunities:

- **Continue to expand investments for community outreach for law enforcement agencies** across Canada. Determining ways for communities across Canada to build trust with law enforcement is imperative to victim support services.
- **Engage individuals across Canada**, specifically those with disabilities and those who have historically suffered from multiple barriers to determine the best plan of action for addressing the various hurdles of victims of hate support services and gain a better understanding of which are the most pressing.
- **Develop a plan for victim support staff, law enforcement and other stakeholders to undergo cultural sensitivity training** to better understand cultural norms and differences and find solutions to address problems caused by lack of cultural competence.
- **Encourage law enforcement across Canada to continue their efforts to acknowledge and actively address systemic racism** and how it plays a role in their ability to police effectively and make meaningful changes to improve.







**Visibility:** Raising awareness through outreach and educating the public and vulnerable populations about available victims of hate support services can help build trust, improve reporting and increase uptake of support services.

## Leading practices

- **Proactive outreach:** Community outreach is an effective approach for building trust with various vulnerable groups. It can also help improve access to support services by generating awareness and interest. Proactive engagement by police, community organizations and victims of hate support organizations can help prevent hate incidents from evolving into hate crimes and avert secondary victimization by showing that they care and are present for the communities. Stronger relationships between police and the broader community in turn can lead to improvements in reporting, investigation and prosecution of hate cases as a result of increased willingness to cooperate, share knowledge and provide evidence.<sup>91</sup>

Proactive outreach can help contain the destructive impact that hate can have on individuals and communities. An independent service provider specialized in right-wing and racist violence in Europe monitors the news outlets for potential hate-motivated crimes. They then proactively find the victims and initiate contact through their networks, which may include community organizations such as synagogues and churches, to offer support services.<sup>92</sup>

- **Community engagement and prevention initiatives:** Victims of hate support providers including police and community organizations should engage and consult with community members, elected representatives, religious leaders and local businesses to understand strengths as well as opportunities to enhance local support services. Community input is invaluable for planning, creation and enhancement of support services.<sup>93</sup> By staying engaged and being visible, victims of hate service providers can better tap into the knowledge and information within communities as they become more trusting and better understand the value that victims of hate support organizations bring.
- **Youth engagement:** Other than engaging with the broader community, youth education and outreach can play an important role in prevention. In jurisdictions like the US where the majority of hate crimes are committed by individuals under 30 and 17 percent of those crimes are committed by someone under 18 years of age, equipping teachers and students with the knowledge and tools to handle hate can significantly reduce harm.<sup>94</sup>

The Office of Juvenile Justice and Delinquency Prevention (OJJDP) in the US introduced a national initiative to prevent hate crimes and identity-based bullying by youth. The program engages youth as active participants to increase awareness, identify evidence-based strategies to help youth resist or leave extremist hate groups and equip stakeholders with the resources to change behaviours.<sup>95</sup>

- **Public awareness campaigns:** According to ODIHR, information campaigns not only increase awareness of hate but can simultaneously help build trust within communities. These campaigns should explain what hate acts are, acknowledge the importance of reporting, provide guidance on how and where to report, and highlight and advocate for the rights of victims of hate. The “You won’t believe it, but ... exists” is an example of an information campaign launched by Victim Support Europe in 2021 to inform victims of crime about their fundamental rights and promote existing victim services in their local communities.<sup>96</sup>

Another example is the Federal Bureau of Investigation (FBI)’s national campaign to increase awareness of hate crimes and highlight reporting avenues and support services. This campaign included media engagements, community townhalls, direct outreach to community organizations working in hate crime and distribution of flyers with reporting information in 25 languages. Advertising elements included 125 billboards across the country (e.g. I-95, Las Vegas Strip), social media, streaming platforms, signages on buses and subways as well as videos with community leaders and local celebrities. Together, the campaign reached more than 400 million impressions.<sup>97</sup>

However, promoting awareness does not always have to be large scale - even engagement through local newspapers in different languages can be a powerful way to reach communities.<sup>98</sup>

## Canadian observations and gaps

- **Outreach driven by victims of hate support providers:** Outreach is engrained in Canadian community-led social work and policing. Stakeholders from police forces, community organizations and victims of hate support organizations all agree that outreach can help break down many of the barriers that victims face including low awareness, lack of information and distrust of authorities.<sup>99</sup> While outreach by police can have variable impact depending on the community and their reception, it is an important ongoing activity to build rapport, create awareness and enhance visibility. Some police forces monitor the global and local societal environment for geopolitical conflicts and tension and preemptively reach out to communities that may be impacted. They directly initiate contact with community leaders and places of worship to offer help and share information on prevention strategies and reporting avenues. This approach can help prevent some hate incidents from escalating.<sup>100</sup>
- **Impact of hate on youth:** A recent poll found that young people in Canada between 18 and 29 are the most avid social media users and they are more likely than any other age demographic to have directly experienced or witnessed harmful incidents including name-calling, racist and homophobic comments, sexual harassment and incitements of violence. The risk is three times higher for racialized Canadians to experience an online hate crime.<sup>101</sup> Some stakeholders are expanding their focus on youth in their engagement strategy. For instance, in addition to having an active presence on social media, the Centre for the Prevention of Radicalization Leading to Violence (CPRLV) created 404, an online magazine to cultivate youth engagement on addressing radicalization, violent extremism and hate-motivated crimes.<sup>102</sup> Young Women's Christian Association of Canada (YWCA)'s Block Hate: Building Resilience against Online Hate Speech project targets youth aged 14 to 30 in communities across Canada with a focus on those experiencing marginalization including young women and non-binary youth, youth of colour, LGBTQ2S+ youth, religious minorities and youth with disabilities.<sup>103</sup>
- **Online and offline awareness campaigns:** There are a number of online and offline campaigns aimed at increasing visibility, educating the public on hate and promoting support services. In 2021, CRRF and YWCA Canada launched a national social media campaign called #BlockHate to address concerns around the rise of hate speech and racism online.<sup>104</sup> The campaign features women of colour targeted by online hate through social media. Through Public Safety Canada's Community Resilience Fund, YWCA received money to build on that campaign to mobilize a 4-year research project to engage sector stakeholders and co-create solutions for online hate speech and hate crimes in communities across Canada.<sup>105</sup>

To help support organizations with awareness efforts, the Department of Justice Canada's Victims Fund provides up to \$10,000 in annual funding to each eligible organization to raise awareness of victims and survivors of crime, and the services, assistance and laws in place to help them and their families.<sup>106</sup> At the provincial and territorial level, government financial support is also available for promoting victim services and rights. For example, the Quebec Victims of Crime Fund (Department of Justice) offers a grant to support the creation and dissemination of information, awareness and training programs.<sup>107</sup>

### Opportunities:

- **Develop a national campaign to raise awareness** around victims of hate support. This could help victims and witnesses recognize and identify hate when it happens and know they have rights.
- **Raise awareness of online hate** and specifically, the impact that it has on youth.
- **Assist in the development of legislation aimed at targeting hate** on social media platforms informed by victim experiences, specifically for minors who have historically been targets of online hate.
- **Develop education plans for federal agencies** (including law enforcement), community organizations, and schools in the hopes of amplifying the voices of victims.



**Referrals:** Regardless of the support services that victims of hate may initially access (e.g. police, community organizations), they are moved through an established support and referral process to ensure standardization and high quality service.

### Leading practices

- **Understanding of available services within the victims of hate support ecosystem:** The ODIHR standards underscore the importance of ensuring victims of hate support providers know what types of services (e.g. victim services, specialized victims of support services, or other services specific to the needs of the individual) exist for victims of hate across the country to facilitate referrals as appropriate.<sup>108</sup>
- **Inter-agency cooperation:** Multi-agency collaboration can have a significant impact on the prevention and intervention against hate. The ability to welcome victims where they are and when they are ready relies on a strong network of different organizations working together for the wellbeing and security of victims of hate and their communities. The US DOJ's community policing model demonstrates how local law enforcement, civic leaders, faith-based organizations, media, local businesses, schools and universities, justice, victim advocates, federal agencies and community organizations (e.g. neighbourhood crime prevention association) can come together to tackle hate.<sup>109</sup> In instances where victims of hate are mistrustful or fearful of law enforcement and prefer to turn to community or faith-based organizations for support, this model helps ensure they receive the appropriate support from the criminal justice system.

Referral of victims of hate requires trust between agencies, ideally underpinned by formal agreements. Establishment of multi-agency task forces and situation tables can help enhance mutual understanding of mandates and offerings.

- **Victim-centric assessment:** The first point of contact of the support system, whether it be the police, a community organization or victim services, should assess the needs of the victim to identify the most appropriate support required and refer accordingly. Some victims of hate support organizations have trained personnel who can conduct a formal individual needs assessment (INA) to ensure consistency and transferability of INA outcomes across the support system.<sup>110</sup> The INA methodology effectively identifies the victim's needs and vulnerabilities while protecting them from re-victimization. The INA should be done at least more than once during the post-victimization period given the evolution of needs throughout the victims of hate lifecycle.<sup>111</sup>

### Canadian observations and gaps

- **Decentralized support services:** Canada has a decentralized approach to social services and welfare, allowing residents to seek support from multiple points of access including government agencies (e.g. police) and community organizations. Provision of victims of hate support may require contacting a range of service providers based on the victim's preferences and needs. The engagement survey of community organizations found that almost one-third of stakeholders were not aware of victims of hate support services that exist, highlighting awareness as a fundamental barrier to access. While the network of support organizations is extensive, specialized resources and support may not necessarily be available as the level of training and awareness greatly vary at these establishments - see Talent development section.
- **Navigating a fragmented support system:** Victims of hate support services in Canada are often provided in siloes, resulting in a fragmented support experience. This is particularly true when victims encounter complex acts of hate with multiple facets of harm at once (i.e. assault, sexual violence, derogatory language, etc.) which provoke a need for multiple avenues of support such as police services, sexual assault crisis centres and psychologists.

## Canadian observations and gaps

There is no consistent path to follow for victims seeking services, making them particularly vulnerable to secondary victimization and unaddressed trauma. This increases the likelihood of victims of hate receiving inadequate support or not pressing charges, which creates a negative precedent for them and their communities.<sup>112</sup>

- **Cross-sectoral partnerships and referrals:** Some access points to support services, such as community organizations or victims of hate specialized support, have memorandums of understanding (MOU) with local police services to improve collaboration and service delivery. Several municipal police services have victim services employees working directly from their premises to facilitate collaboration. The MOU allows for open lines of communication between the community organization and law enforcement, but ensures that confidentiality is upheld throughout the process.
- **Non-standardized needs assessment:** Since Canada does not have an INA standard in place for victims of hate, the needs assessment done at victim intake can vary both within and across organizations. Depending on the organizational protocol as well as the professional background of the support provider, the needs assessment can differ, which can result in variable quality of support. It is common practice for police organizations to conduct a needs assessment of victims based on their in-house documentation tool, protocol and methodology.<sup>113</sup> An INA empowers victims to choose how they would like to proceed through their victim journey. It also helps relieve the pressure of having to independently navigate a complex system to receive support.

## Opportunities:

- **Simplify support services** and standardize as much as possible. The inconsistent nature of support services across Canada creates barriers that deter victims from accessing the support that they need. Not only does the current system create hurdles, but it could further traumatize individuals throughout the process.
- In addition to simplifying support services, **ensure that all services are accessible to all Canadians** regardless of any disability, cultural or geographic barriers that may impede on their ability to receive services.
- **Develop a universal code of conduct for victim support personnel** to ensure that they are all subject to the same ethical guidelines to further ensure the safety of victims.
- **Expand the use of MOU's (Memorandums of Understanding) to ensure that victims are able to receive the support they need**, without undergoing the onerous process that has the potential of leading victims to revictimization and retraumatization.



### 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.

Access can be broken down into three key criteria:



**Delivery channels**



**Reporting**



**Continuous improvement**

**Delivery channels:** The delivery of support services across multiple channels to accommodate the unique requirements and preferences of victims of hate. This approach acknowledges a victim of hate's evolving needs along their victimization experience.

#### Leading practices

- **Multi-channel capability:** People today expect and want to be able to engage through different channels (e.g. web, social media, live chat) and access information on demand. Therefore, it is important to accommodate the preferences of victims with respect to meeting places and channels of communication. Consideration of overall safety and friendliness of the interaction environment is critical given the vulnerability of many victims of hate.<sup>114</sup>

VBRG in Germany is mature in both its online as well as offline support services. Their counsellors offer in-person support even for those living in remote communities which may require the counsellors to travel several hours to meet at a place of the victim's choosing. In addition to online one-on-one as well as group support services, VBRG also has an app (SupportCompass) that identifies and locates support centres and facilitates contact with counsellors at the centres.<sup>115</sup>

- **Online support:** Beyond convenience, increased privacy and on-demand access, online support can significantly increase access for victims of hate who are geographically isolated, living in rural or remote areas, unable to leave home because of mental health problems, physical capacity or for safety reasons, or who are simply more comfortable engaging online.

Aimed at improving online support for victims of crime, the Portuguese Association for Victim Support (APAV) developed the T@LK Handbook to guide and assist victim support organizations with the development and implementation of online support services. These online channels may include but are not limited to: emails, online forms, chat (Messenger, WhatsApp), video calls (Messenger, Skype, WhatsApp), websites, apps and social networks including Facebook and Instagram.<sup>116</sup> VBRG is planning to launch a communication functionality within their app later this year that works similarly like Whatsapp. It allows victims of hate to directly contact a local counsellor for support. The initial version will be available in German only.<sup>117</sup>

- **Alternative reporting mechanisms:** Efforts to reduce barriers of reporting by simplifying the process, increasing convenience and decoupling reporting from government authorities like law enforcement can help improve reporting rates. The US DOJ, for example, launched a non-law enforcement reporting mechanism (e.g. confidential emergency hotline for LGBTQ2+ community in New York City) that sits outside of law enforcement to encourage reporting.<sup>118</sup> Many countries, including Scotland, offer multiple methods for reporting hate incidents. Scotland allows victims to report via phone, text and online forms.<sup>119</sup> Furthermore, authorities in Scotland recognize that many individuals may not feel comfortable reporting directly to authorities; as such, they have developed relationships with several third parties in the country to facilitate the reporting and recording of hate incidents and crimes.

## Canadian observations and gaps

- **Diverse communication options:** Most government agencies including police as well as victims of hate support organizations implement multiple communication channels. These may include in-person services, phone help lines, websites and emails. For example, the National Office of Victims provides on their website their contact email and guidance to help victims get in touch with the department that can best assist them with their needs.<sup>120</sup>

While online channels offer reach, traditional means of communication like in-person and telephone interactions remain important for support services as they provide a personal touch, which can be particularly comforting for victims of hate. For example, CPRLV provides in-person as well as local support groups allowing individuals to share their experiences and find commonalities. This can be a powerful mechanism to build trust across communities and help with healing especially after a major hate-motivated act.<sup>121</sup>

- **Social media:** Victims of hate support stakeholders use social media to denounce hate crimes when they occur, and highlight relevant resources that are available for victims. When major hate crimes with mass casualties or terrorist attacks occur, the media attention can trigger a growth of reports.<sup>122</sup>
- **Online reporting:** Some police services in Canada such as the Hamilton Police<sup>123</sup> and the Service de police de la Ville de Montréal (SPVM).<sup>124</sup> offer online reporting tools to victims of hate aimed to address reluctance around in-person reporting to law enforcement. However, many victims still prefer to report to community organizations or specialized victims of hate support organizations while others remain silent. Both the CPRLV<sup>125</sup> and the Organization for the Prevention of Violence (OPV)<sup>126</sup> encourage victims to confidentially report their victimization and seek support services through their various contact channels.

Some community organizations whose communities are most vulnerable to hate, such as the Centre for Israel and Jewish Affairs (CIJA)<sup>127</sup> and the National Council of Canadian Muslims (NCCM),<sup>128</sup> offer victims the possibility to report hate incidents and hate crimes on their website. EliminateHate (E8), the advocacy arm of the Vancouver Asian Film Festival, invites victims of hate to report incidents on their website in 8 Asian languages.<sup>129</sup> Other examples include: project 1907 which collects confidential data on hate incidents and violence experienced by the Asian diaspora in Canada to enable a better understanding of the national anti-Asian racism landscape<sup>130</sup>; and the Incidents and Discrimination Reporting and Documentation Project spearheaded by the Coalition of Muslim Women of KW to track hate and collect data to better inform strategies to counter Islamophobia, racism and xenophobia in the Waterloo region.<sup>131</sup>

## Opportunities:

- As previously alluded to, **remove barriers for reporting and subsequently access to victim support for hate incidents.** Increase in reporting could ultimately lead to greater awareness of the problem and help attract more government resources to assist with victims of hate support.
- **Develop a social media strategy** to better leverage social media as a way of engaging with victims, including as a method for victims to contact service providers for support.
- **Create public-facing tools (e.g. app) that can be used to easily navigate the reporting process** and to enable victims to confidentially connect with service providers. This would simplify the process greatly and allow for victims to be connected with support staff quickly.



**Reporting:** Reporting is the entry point into the victims of hate support system. By implementing a standardized approach of recording hate-motivated acts and ensuring that victims feel supported, law enforcement can play an important role in improving perceptions of the victims of hate support system.

### Leading practices

- **Standardized procedures for recording hate crimes:** The correct identification and recording of hate crimes by police and governments is a cornerstone of quality support services for victims of hate. A standardized approach for recording and documenting hate-motivated acts provides law enforcement organizations and governments a more accurate picture of hate in the country, and helps to ensure that victims of hate are received and supported adequately when they report. According to ODIHR's Hate Crime Data Collection and Monitoring: A Practical Guide, bias indicators can help law enforcement determine whether the criminal act is in part or in whole motivated by bias or hate.
- **Sensitive and respectful treatment of victims of hate:** Victims of hate are entitled to be treated with respect and empathy by anyone who is in contact with them, especially at the time of reporting when they are most vulnerable. The first interaction between the victim and the organization they report to, whether it is the police, victim services, or a community organization, is critical because this is the point of entry to the victims of hate support ecosystem. In addition to meeting standard expectations of services, particular attention must be given to cultural and religious norms as well as gender inclusive practices. ODIHR also stressed the importance of listening and hearing the victim of hate without pre-judgement and bias and acknowledging and validating their victimization.<sup>132</sup>
- **Keeping victims informed:** Many people residing in Canada do not fully understand how the criminal justice system works, or how law is enforced within their country, and this is particularly true for vulnerable populations like victims of hate. In many cases, reporting a hate incident or hate crime to the police may be the victim's first interaction with the criminal justice system. To prevent the victim from feeling frustrated with the system, information, overview of the criminal justice process and progress updates should be provided to them in a timely manner on an ongoing basis.<sup>133</sup>

### Canadian observations and gaps

- **Variable understanding of hate-motivated acts:** In Canada, all crime reporting is processed through the community police force which can be under the jurisdiction of the RCMP, province or municipality, depending on the location. There is no standard on how bias motives are classified. Furthermore, bias motives are recorded by officers who may not recognize the hateful motive, or may misidentify it. For example, a report about Sûreté du Québec 2017-2019 hate crimes indicated that 19.2% of hate crime files associated with religions were classified as "other", and 17.9% were not categorized due to "unknown information".<sup>134</sup>
- **Inconsistent recording practices:** While Statistics Canada's Uniform Crime Reporting Survey (UCR) tool provides the structure and standard for data collection, variations in recording practice can affect data quality. Front line officers' personal bias as well as differences in their understanding of hate can contribute to misclassification of incidents and crimes. Statistics Canada is updating the UCR tool to capture intersectionality of identifiable traits (e.g. gender orientation, ethnicity) among other data field enhancements. Since these updates require system upgrades of police computer systems and time for police forces to adapt to these changes in practice, the initiative may take up to 2 years to fully roll out across the country.<sup>135</sup>

## Canadian observations and gaps

- **Third party reporting:** Third party reporting allows a victim to report a crime officially through a third party such as a community organization or a victims of hate support organization, or unofficially through family members, teachers and witnesses so that they remain anonymous to the police.<sup>136</sup> This way of reporting protects the victim's identity while allowing the police to get the information they require to pursue investigation or take other action to protect civil society including patrolling the area where the hate motivated crime occurred.<sup>137</sup>
- **Victim barriers to report hate:** Hate-motivated acts have to be reported to police services in order to trigger the criminal justice process, although some alternatives exist (e.g. reporting to a more trusted community organization) if the victim does not want to contact the police directly (see Delivery channels section). Despite efforts by police services to improve the process for victims, reporting hate incidents and hate crimes remains a challenging endeavor. A police service interviewed explained that setting realistic expectations of what can be expected of reporting a hate crime and how those crimes are prosecuted helps mitigate frustration and distrust.<sup>138</sup> For those victims who do come forward to law enforcement, there are negative experiences with the criminal justice system where bias motives were disregarded by officers, or when the act is not deemed as reaching the threshold of a crime.<sup>139</sup> Although it is difficult to say how often this type of situation occurs, it has a great impact, not only on the victim who feels neither believed nor validated, but also affects the already tenuous relationship between some vulnerable populations and police services.

Based on stakeholder interviews, few jurisdictions provide services specific to victims of hate. As of 2019, specialized hate crime units and/or dedicated hate/bias crime officers were found in 14 of the 20 largest municipal police services in Canada and are usually only staffed with 2 to 4 officers.<sup>140</sup> Where these units do not exist, victims of hate receive the generic service available to all victims of crime, which may not sufficiently address their unique support needs.

- **Victims' rights to information:** When victims report a hate crime and undergo the criminal justice process, they are not always privy to the outcomes. Victims can complete a Freedom of Information (FOI) request with the local police service to obtain a record for a cost. Once the FOI request is made, it can take anywhere between weeks to months to receive a written record of the hate crime reported. While FOIs can provide transparency and closure of a criminal act in some cases, not all outcomes from a FOI are helpful. Some are redacted beyond recognition, while others provide very dated information, particularly if the request is processed well after the request was initially filed. The variety of potential outcomes (e.g. plea deals) subsequent to the police investigation in the absence of clear accountability of court proceeding data, which is under provincial/territorial jurisdiction, makes data and outcomes tracking challenging for victims of hate support stakeholders.<sup>141</sup>

## Opportunities:

- **Develop a standardized training course to improve police recognition and recording of hate-motivated acts** that cover a number of topics including recognizing hate/bias motivation, dealing with victims of hate with respect and sensitivity, and good practices on recording and documentation. Engage community organizations and victims of hate support experts to support and inform the development of the training course.
- **Develop a mechanism to inform victims of the status of their report** to ensure transparency as well as to keep the victim engaged. This could also help better inform the public on the life cycle of a report as well as allow victims to know who to direct questions to at various stages of the reporting life cycle.





**Continuous improvement:** Ongoing evaluation of support services provides an invaluable input to program planning, development and improvement.

### Leading practices

- **National quality standard:** Since victims of hate support is still in its infancy in many jurisdictions, evaluation of programs and services has not been a priority. ODIHR developed the Model Quality Standards for Hate Crime Victim Support to provide benchmarks that can be used to guide the development of new services and as criteria to assess the quality of existing services.<sup>142</sup> Other than guidance provided by ODIHR, there are limited examples of good practices in continuous improvement and evaluation specific to hate crime.

ODIHR suggests developing a nationwide minimum quality standard for victims of hate support. This helps to ensure victims of hate receive a basic level of support regardless of their location within the jurisdiction. The standard also provides a baseline to enable national benchmarking of victims of hate support services to facilitate service improvements.<sup>143</sup>

- **Accountability to the public:** Many support organizations lack the resources to conduct formal evaluations of their services. However, there are strategies that can be adopted to increase transparency and accountability in the interim. This includes publishing an annual report that includes financials, program activities and achievements and creating quality assurance reports on a periodic basis to track case work outcomes and user experiences.<sup>144</sup>
- **Grievance protocol:** To support continuous improvement, ODIHR recommends victims of hate support organizations to implement a grievance protocol and share it in writing with all service seekers, staff and volunteers. It should clearly outline their entitlement for complaints and details related to the process including the person to contact, or an alternative contact if the usual person is involved in the grievance.<sup>145</sup>

### Canadian observations and gaps

- **Limited evaluations of victims support programs:** According to the Government of Canada, it is good management practice for programs to undergo an evaluation and for the results to be reported.<sup>146</sup> However, there is little to no information available on the formal evaluation of victims of hate support services, nor is there a Canadian national standard for quality. Of the limited evaluations available, many are tied to grant cycles to fulfill requirements or to access additional funding in the future. Incentivizing evaluations beyond funding is crucial to support victims more comprehensively. A police organization noted that while there is no formal evaluation process in place, they do review reporting statistics and identify gaps in their services based on anecdotal community input.<sup>147</sup> A specialized hate crime service provider has engaged a third-party organization, PREV-IMPACT, to assess and evaluate its victims of hate support program one year after its launch to understand their strengths and opportunities for improvement.<sup>148</sup>
- **Justice Canada's Federal Victims Strategy (FVS)** was evaluated in 2021. The evaluation found the FVS is progressing towards its goal to improve criminal justice system responses and increased access to services that support victims. It also noted that victims continue to face barriers to access support services, while professionals in the justice system lack knowledge of new approaches, such as trauma-informed practices.<sup>149</sup>
- **Canadian Human Rights Commission:** The commission provides Canadians an opportunity to file a human rights complaint on the grounds of discrimination. The commission is impartial. It is a free-of-charge process that can be initiated by the victim or by a third party as long as they have the victim's consent. In instances where the complaint is out of scope for the commission, it directs individuals to the right organization based on the nature of the complaint.<sup>150</sup>

## Canadian observations and gaps

- **Low awareness of police grievance protocols:** The absence of an independent complaint system for police services in certain provinces can contribute to the lack of faith placed in law enforcement services, especially for many marginalized and racialized communities.<sup>151</sup> While initiatives like the Office of the Independent Police Review Director offer different ways to make a complaint about police, including local resolution, there is little public awareness of the systems that hold policing services and officers accountable.
- **Complaint management policy lacking across victims of hate support services:** Few service providers stated having a complaint policy in place. In most cases, victims are encouraged to share their dissatisfaction directly to first-line workers.<sup>152</sup> This is not ideal since most victims will not feel comfortable reporting their dissatisfaction or secondary victimization directly to the individuals involved. The Centre d'aide aux victimes d'actes criminels (CAVAC) in Montreal, being one of the leaders in victims of hate support, developed the Complaint Management Policy to ensure all complaints are dealt with in an effective and timely manner. Service users can access the complaint form online or they can send a letter to the CAVAC.<sup>153</sup>

## Opportunities:

- **Develop a standardized training course to improve police recognition and recording of hate-motivated acts** that cover a number of topics including recognizing hate/bias motivation, dealing with victims of hate with respect and sensitivity, and good practices on recording and documentation. Engage community organizations and victims of hate support experts to support and inform the development of the training course.
- **Develop a mechanism to inform victims of the status of their report** to ensure transparency as well as to keep the victim engaged. This could also help better inform the public on the life cycle of a report as well as allow victims to know who to direct questions to at various stages of the reporting life cycle.



## Pillar 4: Service offering

The range and depth of victim-centric services and trauma informed interventions available are designed to meet the evolving needs of a victim of hate throughout their journey and experience. There are measures in place to mitigate risk of secondary victimization.

Access can be broken down into three key criteria:



**Wellbeing and security**



**Practical and legal assistance**



**Emotional and psychological support**

**Wellbeing and security:** The need for safety and physical protection is particularly acute immediately after experiencing a hate crime. Measures to help restore the victims of hate's sense of security and overall well being are fundamental to victims of hate support.

### Leading practices

- **Individual protection and refuge:** During and immediately after experiencing a hate motivated act, victims can feel vulnerable and unsafe. At this time is where the need for physical protection and safety is the most critical. The victims of hate support system, which encompasses police, community organizations and other victims of hate support organizations, should help ensure that victims feel safe and provide security measures such as physical protection and relocation support.<sup>154</sup> To prevent secondary victimization during the criminal process, it may be necessary to limit or avoid contact with the alleged perpetrator. This may include having a police escort to and from court proceedings and arranging for separate waiting rooms as well as entrances and exits.<sup>155</sup>
- **Community protection:** Beyond individual safety, the ripple effect of hate on communities is a well-known phenomenon where others who share common identities with the victims of hate will also feel vulnerable and unsafe. Buildings that are linked to the social and cultural identities of the victims of hate such as synagogues, mosques and restaurants can become targets of hate.<sup>156</sup> To help mitigate this issue, the US DOJ introduced a program to provide security improvements for targeted institutions.<sup>157</sup>
- **Emergency response:** Hate crimes affect individuals, communities and societies. In the aftermath of a large scale bias-motivated attack, identifying who is a victim is a complex task. It requires an understanding of the different ways people are affected. In a situation of panic, some victims may be overlooked. As people respond to trauma in unpredictable ways, it is possible that some victims may require support weeks and months after the attack. Municipalities can help equip victims of hate support services with the resources required to respond quickly and effectively to hate-motivated acts. This can be achieved by supporting the creation of community response hubs. For example, the 2016 Pulse nightclub shooting in Orlando exemplifies the impact that community solidarity can have on victims of hate and survivors. Community members at large immediately convened and donated food, water, supplies and their expertise to ensure victims and survivors were supported. Law enforcement also took extra care to reach out to impacted communities and protect them from potential retribution. While the community response in Orlando was driven by the goodwill of the people, municipalities can step in to help establish connections and provide a shared space to convene sector stakeholders to provide their services and expertise during times of crisis.<sup>158</sup>

## Canadian observations and gaps

- **Protecting victims and ensuring their rights:** The trauma experienced after a hate-motivated act makes victims feel vulnerable and worried about their safety and wellbeing. Stakeholders interviewed noted in cases where victims require relocation or temporary shelter, limited options exist for victims of hate. Support organizations would need to reach out to local shelters for assistance, which likely do not have the resources to support and protect victims of hate.<sup>159</sup> Beyond ensuring the physical safety of victims, protecting their rights at all stages of the criminal justice process is critical according to the CVBR. Their entitlements include testimonial aid at court appearances, the right to ask the court not to release their identity to the public, and the ability to provide testimony behind a screen, by closed-circuit television or having a support person close by.<sup>160</sup>
- **Enhancing security of targeted institutions and places of worship:** Public Safety Canada has developed a nationwide initiative to provide funding for private and not-for-profit organizations that are susceptible to hate motivated crime.<sup>161</sup> These grants are meant to improve security infrastructure for places of worship, recognized educational institutions and community centres. Projects are eligible for up to 50% grant to the total cost (up to \$100,000 per project). In addition to the federal grant, several provinces including Ontario and Alberta have provided additional funding aimed to increase safety and security measures for faith-based and cultural organizations in their respective provinces.
- **Protecting the community:** There are various initiatives across the country aimed to protect vulnerable communities as they heal and recover from hate-motivated acts. The VPD's Safe Space initiative provides a safe place for LGBTQ2S+ individuals if they are a victim of hate or generally feel unsafe in their community. This initiative is implemented in partnership with local organizations like the Development Disabilities Association which provides shelter for those in need.<sup>162</sup> Another example is the Edmonton SafeWalk program created by Sisters Dialogue after several attacks on Black and Muslim women in the community. The program provides a culturally safe space by using a buddy system for Muslim women when they are running errands.<sup>163</sup>
- **Responding to crises:** While immediate care and crisis response services exist in Canada, the available service offerings that focus on restoring a hate victim's sense of security and overall well being varies among support organizations and often lacks a victim of hate perspective. Some police organizations have developed a rapid response program where a civilian accompanies a police officer to the incident to provide support to the victims, witnesses and family members affected. Often, local law enforcement in smaller municipalities lack the resources and training necessary to effectively respond to victim needs following hate motivated incidents.

## Opportunities:

- **Explore opportunities to improve protection and refuge for victims of hate** in instances where relocation or temporary shelter is needed. For example, this can be done by developing a collaboration framework between service providers and local shelters that includes specialized training on hate victimization and the creation of dedicated shelter options for victims of hate.
- Continue to **expand improvements to security infrastructure for religious institutions** across Canada but also **expand funding opportunities for community organizations and municipalities** that seek to prevent hate-motivated acts and improve the feeling of security of communities vulnerable to hate
- **Create an emergency response fund for municipalities and community organizations** to use in times of crisis when a mass hate-motivated act occurs to foster collaboration and strengthen trust within communities.
- **Provide funding and guidelines for local communities to create emergency response plans** in the event of large-scale hate-motivated attacks. This can help facilitate a coordinated response by all stakeholders involved in supporting potential victims of hate, their close ones and the communities affected.



**Practical and legal assistance:** The trauma of being a victim of hate often brings other impacts such as loss of income and the need for temporary relocation or legal representation. Tangible support to help address these needs enable victims to regain control of their situation.

## Leading practices

- **Legal assistance and support in court proceedings:** Access to legal representation is vital for victims of hate to get justice. Chicago, for example, is one of the few government offices that provide support specific to hate crime through its Commission on Human Relations. Their services include accompanying victims to court hearings and providing referrals<sup>164</sup>. In jurisdictions like the UK, victims of hate have the opportunity to present their impact statement in court which is taken into account in sentencing.
- **Technical assistance:** Intended to help individuals navigate the complex victims of hate support system, these services typically assist victims with practical needs like applications for compensation and advice on legal rights and entitlements. While these services can be delivered by community organizations, local government or state government, support provided by community organizations typically fosters greater trust and comfort among victims of hate and survivors based on their shared identities.<sup>165</sup>

The emergency hotline in New York City dedicated to LGBTQ2+ mentioned earlier is an example of community organization delivered service that provides counselling, legal services and technical support. For comparison, the hotline received over 3,000 calls in the period spanning 2017-2018 while the New York Police Department's dedicated hate crime unit only received a total of 310 hate crime calls during the same period.<sup>166</sup>

- **Financial support:** According to the ODIHR standards, victims of hate should be allowed to claim compensation through the criminal proceedings.<sup>167</sup> Governments and some community organizations may offer victims of hate financial aid based on eligibility. Compensation may include fees for dental care, funeral and burial costs and lost income as a result of the hate crime experienced. Eligibility criteria that require victims to report to law enforcement often represent a barrier for many victims to access these funds. Portland, Oregon tackled this issue head on in the aftermath of a hate attack. The city announced a \$350,000 grant for community organizations to liaise with victims of hate, collect data and provide compensation to individuals directly.<sup>168</sup>

In jurisdictions where limited financial support is available to victims of hate, these victims struggle after experiencing a hate attack. An independent service provider specialized in right-wing and racist violence in Europe engaged artists and bands to help fundraise and collect up to \$100,000 annually in donations. Victims can apply and each application is evaluated by a volunteer advisory committee. The target turnaround time is typically 2 weeks. This initiative is highly impactful, especially in cases where the victims lose their livelihood as a result of a hate crime.<sup>169</sup>

- **Restorative justice measures:** Restorative justice is an approach that allows all stakeholders affected by the hate-motivated act as well as the perpetrator to come together and actively address the harm rather than focusing on punishing the perpetrator. It is an effective way to empower the victims by having their voices heard and engage the community to reduce secondary impact. It is imperative that the restorative justice process has the informed and voluntary consent of both the victims and the accused and considers the needs of the victims.<sup>170</sup> For instance, a community-led mediation program designed for hate crime offenses in the US incorporates restorative justice principles and allows the victims of hate to discuss their experience, directly resolve the conflict (with the support of mediators) and get the commitment of the perpetrator to cease any hate motivated activities.<sup>171</sup>

## Canadian observations and gaps

- **Court-based victim services:** Court-based services provide support to individuals who are involved in a criminal justice process as either the victim or witness. The goal of this program is to make the court system less intimidating by providing support and assistance such as court orientation, preparation and accompaniment to court, updates on the progress of the case, and an opportunity to meet with the Crown. While court-based victim services that are specific to certain groups including children or victims of domestic violence exist, there are no specialized services for victims of hate.<sup>172</sup>
- **Legal assistance:** Given the complexity of hate crime prosecution, several victim services and community organizations offer legal information, counsel and assistance to victims of hate. While generic legal assistance for crime victims exists, it is difficult to navigate particularly in a time of vulnerability after experiencing a hate-motivated act. Some community organizations offer pro-bono legal aid to alleviate the burden on victims while ensuring that the police acknowledges and investigates the reported incident.
- **Navigating the criminal justice system:** Many organizations provide victim assistance to navigate the criminal justice system. For instance, CAVAC provides various support services including accompanying the victim throughout the judicial process and filing applications for compensation and victim impact statements.<sup>173</sup> These support services cater to victims of crime but not victims of hate. While some community organizations attempt to address this gap by providing assistance specific to victims of hate, they typically do not have legal expertise and rely on other third parties to support.<sup>174</sup>
- **Victim of hate compensation:** Provincial and territorial governments are responsible for creating criminal injuries compensation programs to provide victims with the support they need during their victim lifecycle.<sup>175</sup> Victims of violent crimes such as homicide or sexual assault can apply, but the fund does not specifically cover hate crime. Most Canadian provinces and territories have funding programs, with the exception of Newfoundland and Nunavut.<sup>176</sup> Two provincial program examples are the Victim Quick Response Program+ (VQRP+) in Ontario and the Assistance Fund for Victims of Crime (FAVAC) in Quebec. The programs acknowledge the harm done to victims and aims to ease their financial burden. All other coverage must be exhausted before a victim makes a claim for these funds.

Community organizations identified significant gaps in how those funds are distributed.<sup>177</sup> In addition to significant delays, the scope of victim compensation funds tend to be narrow, which can exacerbate precarity to already vulnerable individuals who do not meet eligibility requirements. A stakeholder shared examples of situations, such as loss of employment due to mental health issues brought on by a racist attack or extended time off taken to recover from hate-motivated violence, where the victim would not be considered for provincial victim funds. In addition, indirect victims of hate like family members of victims might also not be covered by those funds. These gaps in financial aid have prompted some community organizations to crowdsource funding to support victims.<sup>178</sup>

- **Alternative strategies to repair harm imposed on victims of hate:** Canada is a pioneer in restorative justice. This practice has been in place across the country for more than 40 years to provide opportunities for victims, offenders, and communities affected by a crime to communicate (directly or indirectly) about the causes, circumstances, and impact of that crime, and to address their respective needs.<sup>179</sup> However, the criminal justice system is currently limited in how it seeks to repair harm to victims of hate. Some initiatives exist, for example, victims, their family and friends can write a Victim Impact Statement to the judge to share how a criminal offense has impacted them<sup>180</sup>. This not only ensures that the sentencing takes into account the impact on the individual as well as the ripple effects of hate on communities, but it can also allow victims to feel heard. While this is a relevant tool that gives a voice to victims of crime, it leaves out victims of hate incidents. Prosecuting a crime might not be sufficient to repair harm for victims of hate. To date, restorative justice has not been used much in situations of hate, but researchers recommend that having the perpetrator acknowledge the damage and harm imposed on the victims can help victims heal and regain control.<sup>181</sup>

## Opportunities:

- **Inform victims of opportunities for compensation that** they are entitled to as victims of hate.
- Establish a **national fund for victims of hate** to support the costs associated with the services they need as a result of being a victim.
- **Expand victims of hate support resources and work to remove barriers** that smaller communities face. Smaller communities and municipalities lack some of the resources that larger communities have access to, this greatly affects their ability to effectively support victims of hate.
- **Explore alternative justice** measures and expand the scope to include non-criminal instances.



**Emotional and psychological support:** A hate crime can have lasting impact on a victimized individual, their family and even the broader community. Building trust and providing specialized psychological support tailored for victims of hate are crucial in helping individuals heal and build resilience.

### Leading practices

- **Emotional support:** There is a wide spectrum of emotional and psychosocial support needs for victims of hate. It often takes time for victims to realize and identify the emotional and psychosocial support they require. The emotional needs of victims of hate are unique and can include the need to be listened to and heard, acknowledged and believed, be understood, and a commitment from service providers for solidarity.<sup>182</sup> VBRG member organizations in Germany provide emotional support during police visits and as a joint plaintiff during legal proceedings if requested by the victim to demonstrate camaraderie.<sup>183</sup>
- **Counselling:** Victims of hate can significantly benefit from counselling services to help them cope with the emotional and psychological trauma caused by hate. The impact of hate can also extend beyond the victim and can reach their family and even the broader community. ODIHR suggests that support should be offered to victims of hate as well as to their families and the broader community, highlighting the distinction between a victim of generic crime versus a victim of hate crime.<sup>184</sup>

Being one of the global leaders in providing support for victims of right-wing, racist and antisemitic violence, VBRG in Germany offers assistance to victims, relatives and witnesses to attacks. Among other services, they provide confidential psychosocial counselling that is free of charge and offer translation where appropriate.<sup>185</sup> Some victims require long-term support and can be re-traumatized by similar hate-motivated acts they witnessed or experienced. For instance, VBRG still provides support to individuals impacted by the white supremacy attacks in the 1980s.

- **Cultural sensitivity:** Culturally sensitive mental health care is critical for addressing the trauma induced by hate crime on the victim as well as any community members who strongly identify with the victim. For instance, Community United Against Violence (CUAV) in San Francisco provides peer-led counselling for members of the LGBTQ2+ community experiencing violence including hate violence. The Bay Area Khalil Center is another organization offering culturally competent mental health support in the form of therapy sessions with Muslim practitioners familiar with traditional Islamic spiritual healing methods or religious concepts.<sup>186</sup>

## Canadian observations and gaps

- **Limited emotional support services specific to victims of hate:** Many service providers offer emotional support to crime victims in Canada. Victims of crime can contact provincial victims services, NGOs, community organizations, among other resources, to seek emotional support. Police services generally have victim services within their organizations, or refer victims to third-party organizations. While hate crime resources are numerous, services tailored to the specific needs of victims of hate are limited. Most stakeholder interviewed stated having little to no knowledge about how to support this subcategory of victims, and rely on their general know-how to intervene in hate-motivated situations - see Talent development section.

Other victims of hate support organizations aim to fill the gaps in emotional and psychological support. For instance, police organizations of all levels provide victims with support but they tend to be short-term.<sup>187</sup> They also gravitate towards outsourcing the provision of emotional and psychological services to community groups and medically trained professionals<sup>188</sup>. Some NGOs like OPV and CPRLV aim to fill the gap by offering specialized emotional and psychological support for victims of hate. Through the Evolve intervention program, OPV provides counselling, mentorship, and customized social support to individuals and families who have been victimized by hate in Alberta and remotely throughout Canada. The CPRLV offers community-based support services to support victims of hate, including individual in-person counselling, support groups and a mentorship program. Victims can contact the helpline to receive active listening and support throughout the province of Quebec. Support services are provided by a multidisciplinary team and participants are referred to a third-party psychologist team when needed. Given their small teams of specialized counsellors, both organizations have limited capacity to support all victims of hate.

- **Immediate crisis response:** Immediate crisis response services exist in Canada but mostly in large urban centres and managed by victims services and the police.<sup>189</sup> The 13 distress centres to be created by the Government of Canada throughout the country mentioned earlier is a significant milestone in addressing the gap in 24-hour crisis support.<sup>190</sup> These centres are designed to support populations vulnerable to hate including LGBTQ2+, First Nations, Inuit and Métis people, racially and linguistically diverse groups and people with disabilities.

Police organizations commonly recruit civilians to provide victims with support, or have partnerships with victim services. These case workers are trained in immediate crisis intervention and they are on scene with the investigating officers when a hate-motivated act occurs.<sup>191</sup> One example is the VPD's Victim Services Unit (VSU) staff members who support the victims, witnesses, and family members affected using the SAFER-R method as an individual crisis intervention roadmap to help individuals work through the trauma of the crime.<sup>192</sup> Another example is the Victim Crisis Response Program in Toronto that provides immediate on-scene crisis response, intervention, and prevention services. The service is unique because it is offered in 35 languages and pairs together a Crisis Counsellor with expertise in trauma management and crisis intervention with a trained community volunteer.<sup>193</sup>

- **Longer-term counselling required:** Providing counselling sessions to victims of hate is common, but they are typically limited to a certain number of sessions (i.e. up to 6 sessions). That being said, some service providers do provide longer-term counseling when required. The Crime Victims Assistance Centres (CAVAC) aims to address this gap by providing victims with post-traumatic and psychosocial intervention. The process is victim-centred as it starts with an evaluation of needs and is adapted to reduce the chances of secondary victimization.<sup>194</sup>
- **Culturally appropriate counseling:** Counselling is particularly difficult to provide to victims who speak another language or have a different cultural background from the service provider. While translators may help bridge that gap, victims of hate support organizations report lower levels of success for interventions provided through interpreters as the therapeutic relation and cultural sensitivity might get lost in translation. Furthermore, many Canadians come from different cultural backgrounds, each with their own sensitivities and norms; as a result of this, a better understanding of these norms is important for service providers.



## Opportunities:

- **Provide guidelines and funding to establish additional specialized emotional and psychological support for** victims of hate, and allocate funding for existing specialized victims of hate service providers to enhance their services.
- **Expand immediate crisis response programs** to provide better coverage outside of large urban centres, and ensure first-line workers receive specialized training on hate victimization.
- **Advocate for victims to receive support as long as needed** and lengthen the duration of typical support.
- **Develop a network of counselors who are aware and represent the various cultural and religious backgrounds** of Canadians. This could assist in raising the rate of success for services provided to victims of hate.



## 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.

Access can be broken down into three key criteria:



**Equity, diversity and inclusion**



**Talent development**



**Resources and support**

**Equity, diversity and inclusion (EDI):** Support service organizations need to build their internal capabilities in equity, diversity and inclusion by adopting these principles in their recruitment and training strategies with the focus of establishing a culturally competent workforce that better reflects the victims they support.

### Leading practices

- **External cultural awareness:** Beyond having an understanding of the hate-motivated victimization experience, support providers should also be cognizant of the social constructs and power dynamics that exist between them and the marginalized population they serve. To help address this challenge, victims of hate support organizations need to build their EDI capacity through training but also recruit their workforce with intention.<sup>195</sup>
- **Workforce diversity:** Victims of hate support organizations acknowledge the importance of reflecting EDI values in their workforce to better connect with the communities that they serve. The reality, however, is that the victims of hate support space has traditionally attracted a narrow pool of specialized professionals who may not necessarily belong to the victims' identifiable groups.<sup>196</sup> According to the National Council of Nonprofits, publicly denouncing racism, intolerance and exclusion is not enough and organizations should take it a step further to ensure that the internal values and culture of the organization model EDI principles by incorporating them into hiring practices and workplace procedures.<sup>197</sup> In addition, EDI has been associated with a number of benefits including enhanced innovation<sup>198</sup>, enhanced quality of decision-making<sup>199</sup>, healthier workplace where team members feel understood and appreciated, more qualified staff by widening the pool of applicants, and expansion of professional and social networks.<sup>200</sup>

### Canadian observations and gaps

- **Recent interest in EDI:** Canada, like many other countries globally, have seen a significant rise in awareness on EDI issues and the importance of promoting inclusion and diversity. Two major events notably changed the EDI landscape in Canada. Here at home, Canadians were exposed to the unmarked grave sites of Indigenous children who died at residential schools in Kamloops, British Columbia. For many Canadians, this was the first time that they saw the harsh legacy and impacts of colonialism that First Nations, Métis and Inuit have lived through. George Floyd's murder by Minneapolis police officers made ripples across the world to the injustices faced by Black Americans which extended to a deeper look at the broader societal treatment of Black individuals and communities in Canada.

While these examples of discrimination and hate were known within each of these communities, it was the first time for many Canadians to learn about and acknowledge this reality. While many initiatives and organizations have been created or further developed to address EDI in Canada since these events, it is unclear how sustainable and effective they are in the long-term. This is particularly true for initiatives which were created to support victims of hate and how these events further informed and shaped ongoing initiatives in this space.<sup>201</sup>

## Canadian observations and gaps

- **Applying an inclusive lens to victims of hate support services:** Despite an increased awareness of EDI, inclusive services is still a work in progress in Canada. Government agencies and police organizations have launched initiatives to help service providers improve their EDI approach. For example, the Government of Canada offers their version of an intersectional analysis tool (Gender Based Analysis Plus) to increase inclusivity of policies and initiatives.

In 2019, the Canadian Association of Chiefs of Police (CACP) formalized EDI as a priority to improve representation at all levels of policing. The CACP EDI Committee developed a 2SLGBTQ+ Equity and Inclusion Toolkit and a Systemic Racism Slide Presentation - both available online for police organizations. Several police services mentioned having received cultural awareness training and participating in community events to improve their understanding of minority groups they work with. In addition, some police organizations seek help from community organizations to provide culturally sensitive support to victims of hate.<sup>202</sup>

- **Workforce is not representative of the populations they serve:** Although most stakeholders recognize the importance of reflecting EDI values in their recruitment strategy, the victims of hate support workforce remains largely homogenous, particularly outside of community organizations that participate in victims of hate support. This is particularly problematic when victims of hate are seeking support for hate-motivated acts that targets their identity.

This is a widely recognized issue among victims of hate support providers. First-line police responders and specialized victims of hate support organizations acknowledge that a workforce that does not reflect the communities they serve can create a barrier for access of support services. To bridge that gap, several police organizations are addressing the lack of diversity in their workforce through their recruitment strategies. In addition, some police organizations leverage community organizations to provide culturally sensitive support to victims of hate.<sup>203</sup>

## Opportunities:

- Encourage **law enforcement agencies to demonstrate accountability in efforts in anti-racism, equity, diversity and inclusion.**
- Continue to work with stakeholders to **create a workforce that better represents their respective communities.** While investing in EDI is important, a representative workforce is imperative for supporting victims of hate.
- **Expand education initiatives** that work to highlight the importance of diversity and inclusion in Canadian society.



**Talent Development:** Training on victims of hate centric principles and trauma informed interventions is a basic requirement for victims of hate support providers. Advanced training and continuous development programs are designed to further enhance their knowledge and expertise.

### Leading practices

- **General orientation training:** According to ODIHR, specialized victims of hate support organizations need to provide supervision, peer group support as well as training to ensure critical self-awareness in victims of hate support personnel.<sup>204</sup> Most organizations in the sector provide some level of basic training for new personnel. While the workforce of some community organizations may include volunteers who have no training in victims of hate support, most victims of hate support organizations recruit professionals who are mission driven and already have training and experience in this space. Therefore, orientation training typically focuses on organization-specific protocols as opposed to the subject matter of hate and related concepts.<sup>205</sup>
- **Sensitivity and bias training for law enforcement:** One of the ways to improve victims of hate' perceptions of law enforcement and the criminal justice system is to provide sensitivity and bias training.<sup>206</sup> ODIHR for instance offers modular training for criminal justice professionals specifically focused on improving their skills and knowledge on how to respond to and interact with victims of hate. By doing so, they can empower victims, prevent re-victimization and build trust in the criminal justice process.<sup>207</sup> Engaging civil society organizations to help shape the training curriculum on sensitive and respectful treatment of victims of hate can provide unique and practical insights - as long as safeguards are in place to prevent retraumatization.<sup>208</sup>
- **Training for criminal justice professionals:** The FBI designs and provides hate crime training for new and current agents annually as well as to police forces, minority and religious organizations and community groups worldwide to reduce civil rights abuse. Training for police officers should include recognizing and recording hate crimes in a standardized way.<sup>209</sup> For instance, ODIHR offers the Training against Hate Crimes for Law Enforcement (TAHCLE) course to improve policing skills in hate crime recognition and investigation. Another example is the Simon Wiesenthal Center's National Institute Against Hate Crimes which offers a 4-day intensive course for law enforcement. This initiative brings together law enforcement professionals from different regions across the US to strengthen their understanding of hate and enhance their knowledge related to hate related investigations.<sup>210</sup>
- Through its lessons learned in Bulgaria, ODIHR found that conducting joint hate crime training programmes for police and prosecutors helps them overcome their different approaches to managing hate crime cases. This should be coupled with the development of guidelines and protocols on the specific steps that police and prosecutors must take.<sup>211</sup>

### Canadian observations and gaps

- **Training on hate/bias crime across the victims of hate support system:** There is currently a lack of breadth and depth in training provided to service providers supporting victims of hate. While many victims of hate support organizations including the police provide in-house training specific to their organizational protocol, there is no cross-cutting formal or mandated hate crime training developed from a Canadian point of view available for all sector stakeholders.<sup>212</sup>

Most individuals that work with victims of hate bring relevant work experience or specialized knowledge from their education (e.g. social work). In addition to recruiting trained professionals, the victims of hate support system uses volunteers to provide culturally sensitive support to victims of hate. However, one researcher noted that volunteers are often not equipped to deal with the specialized needs of victims and can be at risk for retraumatization and revictimization.<sup>213</sup>

## Canadian observations and gaps

- **Training for front-line police officers:** In many police organizations, only officers who are involved with hate crime cases will be trained on the topic. Front-line officers who are often the first entrypoint into the victims of hate support system are not all trained on hate and may fail to recognize hate victimization. This lack of acknowledgement can deter victims from providing information and participating in the criminal justice process.<sup>214</sup>

While maturity of hate crime recognition and training varies across police forces, some forces are prioritizing the combat on hate. Peel Region Police, for example, developed the Countering Violent Extremism Initiative which provides service members with a baseline understanding of violent extremism and hate/bias motivated crimes and incidents. The objective is to destigmatize the issue and address the misunderstandings of hate/bias motivated crimes.<sup>215</sup>

- **Standardized training for criminal justice professionals:** A 2007 report by the Department of Justice Canada found that jurisdictions across Canada identified training as one of the key areas that require immediate attention to enable stakeholders to respond to the needs of victims of hate.<sup>216</sup> This issue remains a challenge today. Providing all criminal justice professionals across the country with victim-centric training that addresses hate, differentiates a hate incident versus a hate crime and explains the range of impact hate can have on victims and their specific communities can help improve investigation and prosecution of hate crimes.<sup>217</sup>

While various training courses on hate and bias exist, such as the Canadian Police Knowledge Network's Hate and Bias Crime Investigation course, not all criminal justice professionals including police get trained as most of these courses are not mandated.<sup>218</sup>

- **Increasing educators' awareness of hate:** The Hate Crimes Community Working Group has urged that the Ministry of Education and the Ministry of Community and Social Services mandate that training on the consequences of hate and bias motivated behaviour be part of qualifications for teachers, counsellors, social workers and others.<sup>219</sup> The goal of this would be to equip educators with the knowledge and tools to prevent and manage hate/bias motivated behaviors in youth.

## Opportunities:

- Expand initiatives that **train workforces on the negative impacts that hate and bias have on society.**
- **Develop community-specific training for law enforcement** to gain a better understanding of the specific needs of the communities that they police. This includes sensitivity and bias training specific to the communities that they work with.
- Advocate for the **integration of hate awareness education** into qualification requirements for educators including teachers, school counsellors and principals.



**Resource and support:** Ensuring that the workforce has access to resources to manage occupational health challenges associated with victims of hate support delivery. These support services may include burnout and retraumatization prevention and strategies to promote mental health and wellbeing.

### Leading practices

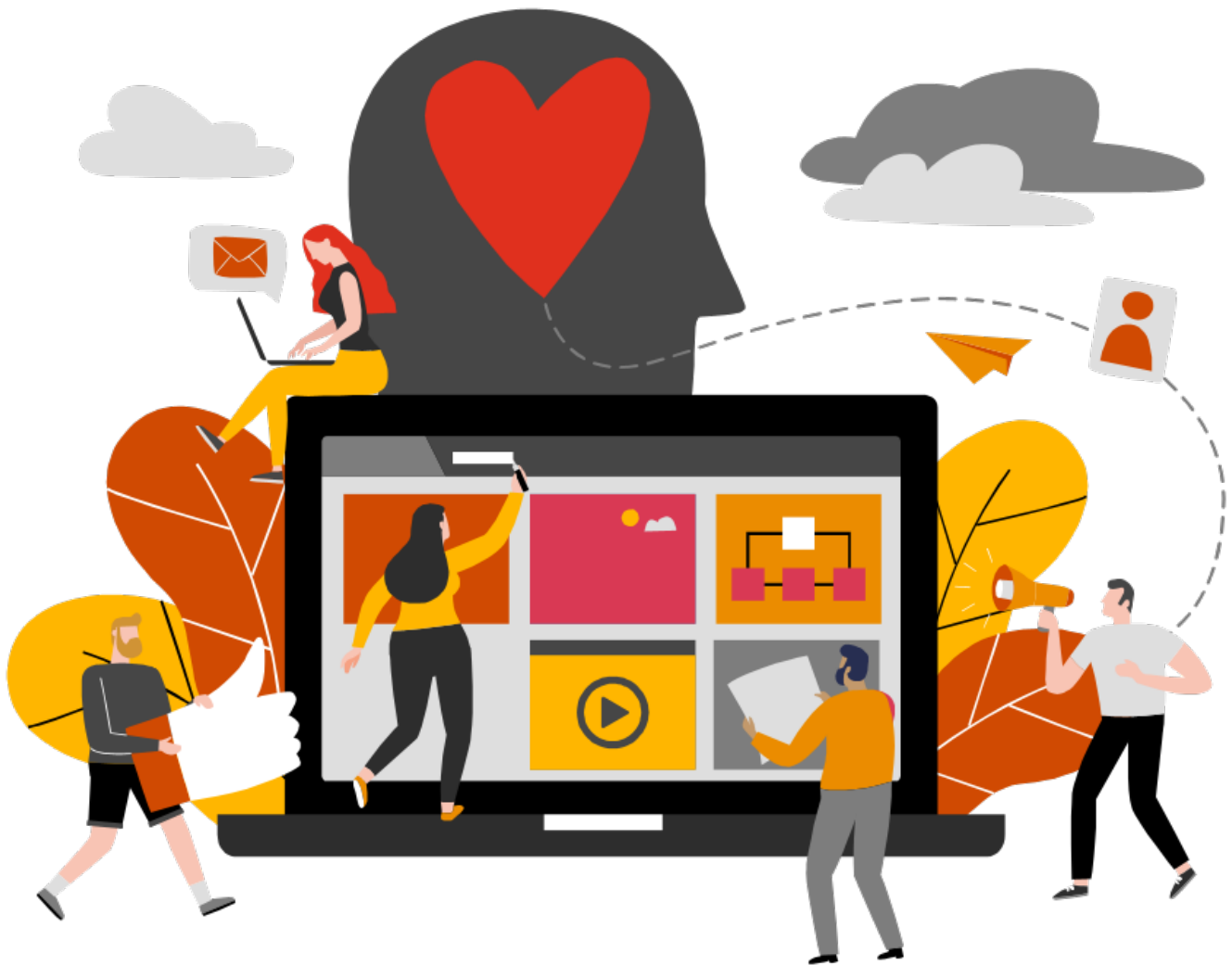
- **Support for occupational health:** While working in the victims of hate support space is fulfilling and rewarding, it is also highly sensitive and in some cases can trigger vicarious trauma for support providers. Victims of hate support organizations should ensure that they address associated occupational health challenges which include physical, mental and social well-being to prevent burnout and retraumatization.<sup>220</sup> Ensuring that the workforce is well-supported and engaged can positively impact the quality of victims of hate support services.  
  
The workload for staff should not exceed what can be reasonably achieved within working hours.<sup>221</sup> Some victims of hate support providers tend to “self exploit” and forget to take care of themselves, therefore it is important for organizations to have processes in place to periodically check in with their staff and provide them with a safe space to discuss their mental state.<sup>222</sup>
- **Safety measures:** Beyond putting in place resources to support the mental and emotional wellbeing of the workforce, victims of hate support organizations are also responsible for implementing safety protocols and security measures to protect their personnel. The nature of victims of hate support work can result in providers being targeted by individual perpetrators, organized hate groups and opponents, especially during cases with substantial media attention. These attacks can range from verbal and physical aggression to attacks against property. Provisions should be made to ensure security of the organization as a whole and for its individual personnel and that the appropriate safeguards and tools are available to manage high stress situations including crises.<sup>223</sup>
- **Knowledge exchange:** Through the EStAR initiative led by ODIHR, an expert network has been created to foster international collaboration as well as enable sharing of good practices and standards. It aims to equip victims of hate support providers with the necessary tools and resources to provide specialized support to victims of hate.

### Canadian observations and gaps

- **Benefits for victims of hate support personnel:** In Canada, the mandatory benefits are governed by the Employment Standards Act and cover Canadian Pension Plan contributions, employment insurance contributions, and time off for specific reasons (sick leave, maternity/parental leave, and vacation time).<sup>224</sup> Extended health care benefits are not mandatory in Canada, but 91% of employers have opted to provide them to employees.<sup>225</sup> While first responders and police organizations receive robust benefits, few civil society organizations provide similar levels of support for employees. Some stakeholders interviewed felt that the existing benefits are insufficient to address the distress that employees experience while supporting victims of hate.
- **Wellness programs:** Many victims of hate support organizations including the police recognize the occupational health burden that the workforce bears in their line of work. A specialized victims of hate support organization has set up an employee support program that is run by a third-party organization. Employees can receive counselling when needed. A police organization with a specialized victim task unit has developed a multifaceted program to help victim specialist officers including weekly check-ins, debriefs after a major investigation, and peer support programs. They also partner with specialized anonymous support groups for first responders.<sup>226</sup>  
  
Some organizations provide their personnel the opportunity to meditate, participate in team sports or group training sessions, such as yoga during their workday. This allows service providers to build comradery and find a work-life balance around their schedules.<sup>227</sup>

## Opportunities:

- **Expand mental health services for support staff that work with victims of hate.** Individuals who work on the front lines assisting victims are exposed to troubling situations and are often forgotten when it comes to mental health struggles as a result of their work.
- Ensure that **all support services are available to any individual, regardless of their employment or legal status in Canada.** Victims of hate come from all communities, including marginalized groups which can include unemployed individuals and refugees. One's legal or socioeconomic status should not impede their ability to access the support they need as a victim of hate.



04





## 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 criteria that was examined to help ensure that the prioritized initiatives are achievable in the Canadian context.

Findings from 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
<b>Governance and coordination</b>	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
<b>Workforce capabilities</b>		
<b>Access</b>	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.	New York City (PATH fund) Germany California
<b>Service delivery</b>	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
<b>Services offering</b>	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

Findings from 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.<sup>228</sup> 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.<sup>229</sup>

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.<sup>230</sup>

## 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.<sup>231</sup>

### 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 Community and stakeholder engagement and 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:** Many community organizations are limited in resources and may not have the capacity to apply for the fund.
  - **Mitigation:** Applications should be on an ongoing basis and be accepted in multiple formats (video, Powerpoint, Word document).
  - **Mitigation:** CRRF provides online advisory services to community organizations looking to apply.
- **Challenge:** Community organizations often are not aware of available funding that they access to support operations.
  - **Mitigation:** Socialize the fund with community organizations early on in the process prior to the formal announcement so that they can begin preparing for the application.

## Initiative

National support fund for victims and survivors of hate

### Context

Given the tragic experiences in Quebec City and London, the need to support victims became abundantly clear. Through consultation with the Muslim community and others a fund dedicated to directly support victims of hate is recommended. 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.<sup>232</sup> 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.<sup>233</sup> 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.<sup>234</sup> 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.<sup>235</sup>

#### 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.<sup>236, 237</sup> Four recent disbursements have averaged ~\$33,000 (CAD) per victim (fatal and non-fatal) to local organizations to provide services of hate.<sup>238, 239</sup>

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.<sup>240, 241</sup> Canada has experienced eight hate-motivated terrorism events causing more than one fatality or injury between 2017 and 2020.<sup>242</sup> 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 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.<sup>243</sup>

#### 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. Hubs 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.<sup>244, 245, 246</sup> 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.

## Initiative resourcing 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.

05



# Conclusion

Hate-motivated acts can be devastating and traumatic for victims, their families and the broader community. The alarming rise of hate-related crimes and incidents across the country, exacerbated by the pandemic, geopolitical tension and social injustice issues around the world, are threatening the security and safety of Canadians. This has given impetus for the federal government to launch consultations to build Canada's first ever National Plan on Combating Hate. This study, commissioned by the CRRF, aims to amplify the voice of victims of hate. It captures the challenges that victims face and the barriers that exist across Canada that impedes them from accessing the supports they require to heal and recover from discrimination.

The prioritized opportunities, namely the creation of the National Support Hub for Victims of Hate & Support Services and the establishment of the three funds to strategically bolster victims of hate support service across the country, will bring meaningful change to victims and survivors of hate. These initiatives coupled with systemic changes such as strengthening federal legislation around hate and introducing regulations for social network platforms can drive real progress. There is plenty of work to be done to narrow the existing gaps in victims of hate support in Canada. Let's get started.



# Appendices



# A. Survey summary

The survey was distributed to 258 community organizations across Canada. This report incorporates responses from 87 organizations that submitted their input by the deadline. Responses submitted after the survey close date will be used by CRRF for future initiatives. The survey consisted of 10 questions, including 4 yes/no questions and 6 open-ended questions. Participants were asked to provide their contact information if they agree to participate in follow-up discussions.

The survey aimed to understand whether community organizations perceive victims of hate support services as adequate in their communities, the challenges they encounter when providing victims of hate support and what changes they feel can significantly improve the future of victims of hate support across Canada.

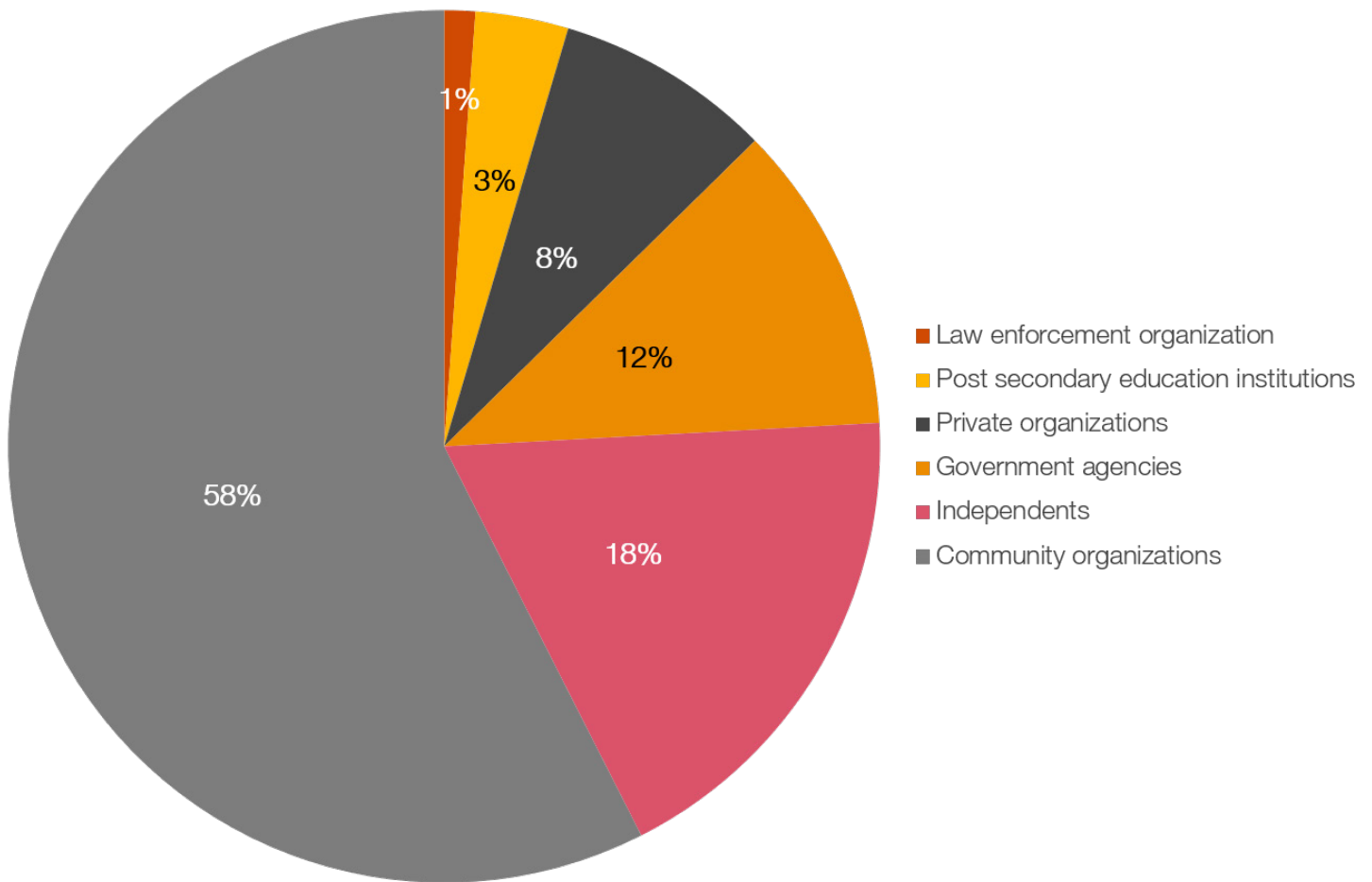
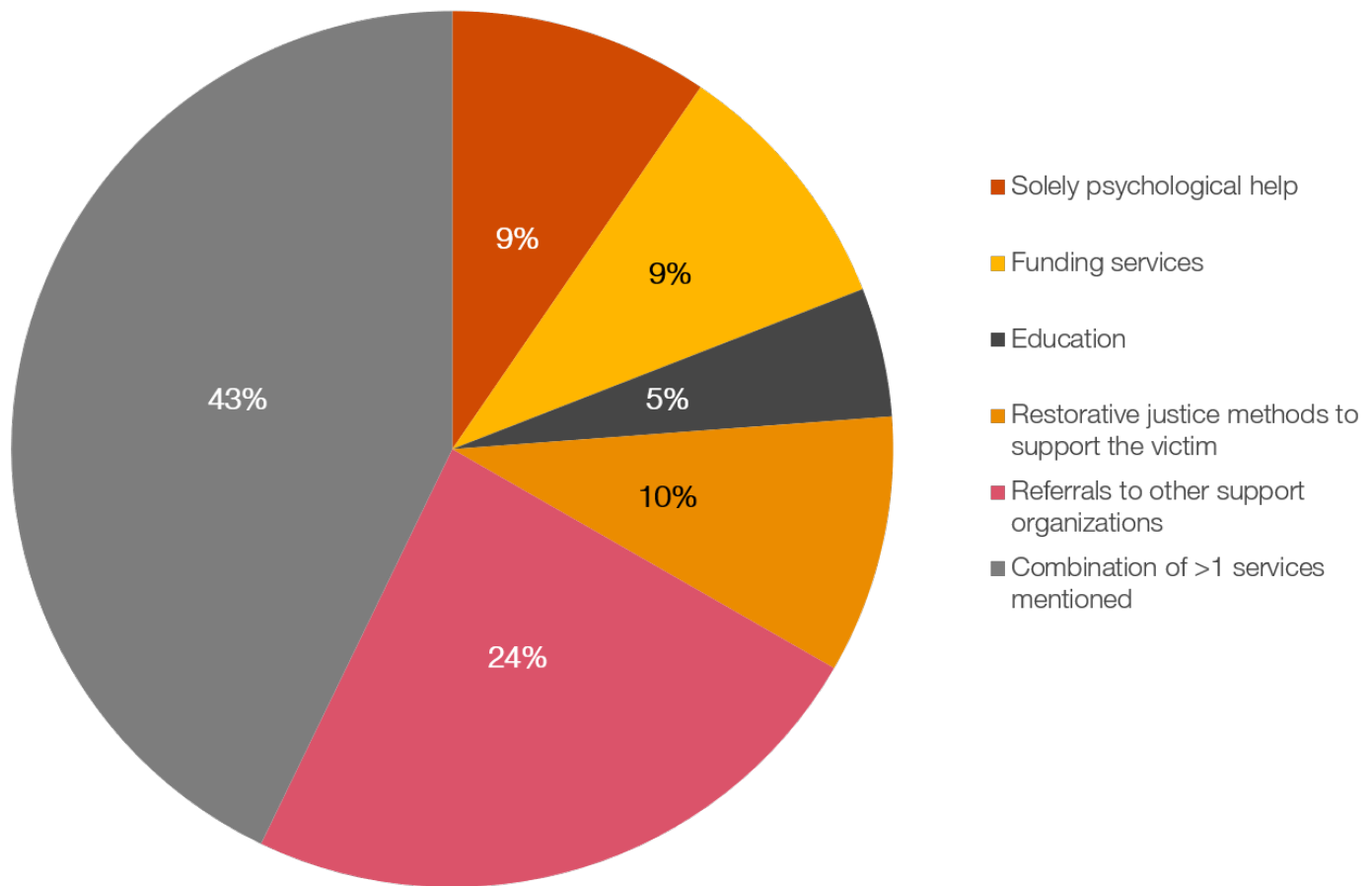


Figure 3: Respondent organization types





**Figure 4: Types of services provided by respondents**

The community and stakeholder engagement survey identified examples of innovative victims of hate support services including care packages, healing circles, yoga classes, workshops to educate and improve confidence, training for individuals to speak up against injustice, and creative healing modalities such as art therapy, playback theater, and dance and music classes. 47% (n=41) of respondents felt that services provided to victims of hate were inadequate, while only 5 respondents believe that services are adequately provided. 10 out of the 87 respondents indicated that services are inadequately funded or relied on grants making funding unstable. Other challenges that were mentioned include a lack of culturally aware spaces, lack of education and awareness especially for youth around hate crime, and lack of awareness of support programs.

Increased funding for community programming and supports, improved mental health services, clearly defined legislation of hate crimes, and improved education and awareness of hate crime and available support services were some of the opportunities respondents identified as critical to improving the future state of victims of hate support services. Increasing the diversity of staff, introducing an automated referral program from police services to independent organizations, and increased accessibility of services (including services provided outside of the regular work week) were other suggestions provided by respondents to strengthen victims of hate support across Canada.



## B. Community and stakeholder engagement themes

One of the key inputs to this project is engagement with a representative sample of sector stakeholders to gather their insights and perspectives on the current state of victims of hate support in Canada and their future state vision for the sector. This summarizes the key themes that emerged from the stakeholder interviews and is not intended to be exhaustive. These themes were highlighted as they provide insights and perspectives on the 5 key pillars of the leading practice analysis framework.

### Stakeholder Engagement Key Takeaways

#### Ecosystem Governance

**Theme #1:** An important step to advancing the victims of hate support agenda is to include hate crime in the Criminal Code of Canada and clearly define what it is to facilitate a common understanding among ecosystem stakeholders.

It can be challenging to tackle a problem that is inconsistently understood and often mislabelled by sector stakeholders. Establishing a common definition of hate will enable stakeholders to be more aligned in their efforts and create synergies as they continue to support victims of hate and survivors.

**Theme #2:** Legislation related to online hate crime is inadequate in most jurisdictions including Canada. Given the prevalence of social media and the reach and speed at which messages of hate can be disseminated online, legislation amendments may be required to better protect individuals against online hate.

While hate expressed on social media can have devastating impacts on individuals as well as communities, the current laws and regulations do not provide protection for victims and survivors of hate crimes. Several police organizations indicated that even when they are made aware of an online hate incident, they are limited in what they can do to reprimand the perpetrator.

**Theme #3:** While the federal government is responsible for criminal law and procedures, the delivery of victims of hate support is the responsibility of provincial and territorial governments. This governing structure can lead to inconsistencies and inequity in victims of hate support in terms of access, service delivery approaches and service offering from the victim of hate perspective.

The federal government provides the infrastructure to provide victims of crime a voice in the criminal justice system. Although its mandate is not specific to victims of hate, it is responsible for various initiatives that can impact victims of hate including administering the Victims Fund, informing victims about federal corrections and conditional release and disseminating information to promote victim support services.

**Theme #4:** Stakeholders recognize that inter-agency collaboration is instrumental to the success of victims of hate support systems given the complexity of victims of hate support and the evolving needs of victims of hate. Multi-agency coalitions are emerging in Canada and further expansion and formalization can drive progress in the sector.

Multi-agency collaboration is not always victim-centred. Most of the existing examples of collaboration are focused on enhancing policing, training and sharing hate crime data and leading practices in hate investigations.

**Theme #5:** Broadening the focus of law enforcement, government and the public beyond hate crime but to also consider non-criminal hate incidents can help encourage individuals to report on their experience of hate and receive appropriate support services.

Several stakeholders noted that while hate incidents are prevalent, victims may have limited understanding and awareness that the incidents they experienced are hate motivated and therefore never seek support and report.

Victims experiencing hate are less likely to report relative to victims experiencing non-hate motivated crimes, therefore their firsthand experiences and perspectives remain unseen which propagates the “invisibility of hate crimes”.

## Access

**Theme #6:** Community outreach is the most effective approach for increasing public awareness of hate crime, building trust with various identifiable groups, averting secondary victimization and preventing hate incidents from evolving into hate crimes.

Community outreach by police and victims of hate support providers was identified as an important element of support because victims of hate and vulnerable populations typically will not seek help as a result of distrust of government and police authorities.

Police organizations as well as specialized victims of hate support providers attend community events to enhance their presence within communities and to build and enhance trust with vulnerable populations.

**Theme #7:** Accessing support services can be a real challenge for hate crime victims as a result of lack of awareness of available services or absence of services within their proximity. Even stakeholders within the sector find it difficult to navigate the ecosystem to refer - a challenge that is particularly pronounced for vulnerable victims.

**Theme #8:** Law enforcement is often the entry point for victims of hate support but often finds it challenging to transition victims to community organizations. While community organizations can provide culturally sensitive support, they do not always have the knowledge of the broader hate crimes support system to help victims navigate and obtain the appropriate support.

Due to the lack of trust with law enforcement, many victims of hate self-select out of the support system as the police is often their first point of contact after experiencing hate. Particularly in smaller rural or remote towns, victims who continue to engage with the system may find that while community organizations can provide culturally competent psychological and emotional support, they may not have the capacity or knowledge to help navigate the criminal justice system.

Stakeholders underscored the role that law enforcement and representatives from the justice system can play to foster collaboration by educating local community organizations about hate crimes and the criminal justice system so they can better advocate for victims.

**Theme #9:** Many organizations invest resources to ensure that they can offer victims of hate support through multiple communication channels and in more than one language. Limited focus has been placed on other aspects of accessibility such as visual impairment, deafness, physical disability and cultural differences. Counselling in languages other than English and French is particularly difficult to provide to victims.

## Service delivery

**Theme #10:** Addressing the disparity that exists across support services available to Indigenous communities, particularly policing, is critical to build the foundation required to strengthen victims of hate support services across Canada. Victims of hate support is viewed as a specialization and is an afterthought due to the current lack of funding.

Police services in Indigenous communities are often under-funded and struggle to provide basic level of services. Without adequate resources to narrow the gaps that exist for general policing response, Indigenous police forces do not have the capacity to provide specialized victims of hate support.

**Theme #11:** Victims of hate support services should be designed and delivered across multiple channels by the community to ensure that services meet local needs based on available resources and take into account the community's unique cultural, political and societal context.

Community-led support events such as religious gatherings in the aftermath of a hate crime can help counter the ripple effects on individuals, families and communities.

Victims of hate support providers often don't share the same identifiable characteristics as victims of hate. By collaborating with community organizations, providers can offer culturally competent support through the extension of their ecosystem and leverage community members as their liaisons to the victims.



**Theme #12:** Under-reporting of hate crimes for example as a result of fear, lack of awareness or distrust of law enforcement makes it challenging to build a case for change to invest in victims of hate support in Canada. Efforts from law enforcement to improve documentation practices, establish relationships and collaborate with hate crime survivors, advocates and community organizations can help address reluctance around reporting.’

Several stakeholders noted that while hate incidents are prevalent, some victims have limited understanding and awareness that the incidents they experienced are hate motivated and therefore never seek support and report. This then propagates under-reporting which can minimize the egregious nature of hate incidents and hate crimes.

**Theme 13:** Particularly relevant for police referrals to community based organizations, referrals can be challenging due to inconsistent practices that are highly reliant on personal relationships (as opposed to formal partnerships).

In most cases, there is no formal referral pathway between police and community based organizations and the support services that a hate crime victim may be offered is highly dependent on the knowledge and personal relationships of the individual police officer.

**Theme 14:** Since victims of hate support is still considered a new concept in some jurisdictions, evaluation of programs and services has not been a priority. This is particularly true for community organizations who have limited capacity to deliver basic services and consider evaluation as a “nice to have”.

**Theme 15:** Most consulted stakeholder organizations offer support services through multiple channels to improve access and enable victims to engage with the victims of hate support system in the way that they prefer - whether it be in-person or through telephone, video chat, online chat, social media, etc.

Providing support through online channels has allowed hate crime service providers to expand their reach to a larger group of hate crime victims. For instance, a specialized hate crime service provider introduced an online peer support group (also available in-person) and is looking to expand this service.

Some organizations aim to reduce barriers by providing resources and services in different languages other than English and French. For instance, a Canadian police organization provides pamphlets in 10 languages to educate the public about hate incidents and hate crimes, while a specialized victims of hate support organization provides services in various languages including Romanian, Hindi and Punjabi.

**Theme #16:** Capacity to provide victims of hate support varies significantly among urban versus rural/remote communities given differences with respect to diversity of existing community organizations, general awareness around hate incidents and hate crimes, and resources allocated by municipalities.

Victims of hate support inequality results from perceived inequity of law enforcement and community organization resource allocation across Canada. For instance, victims of hate support is more readily available in culturally diverse urban centres whereas victims of hate support is essentially nonexistent in many rural and remote communities.

### **Service offering**

**Theme #17:** Establishment of community response centres funded by municipalities can help promote collaboration among victims of hate support organizations and law enforcement, build trust and a sense of belonging and streamline victims of hate support services.

There are different ways, as observed in the United States, that municipalities can help to enable victims of hate support. Beyond funding programs and services for the short term through grants, municipalities can focus on upskilling community organizations so that they build the capacity to sustain support for victims and survivors of hate. Municipalities can also help coordinate and provide a shared space to convene community stakeholders and organizations to offer their services and expertise.

**Theme #18:** While immediate care and crisis response services exist in Canada, the available service offering that focuses on restoring a hate victim’s sense of security and overall wellbeing varies among support organizations and often lacks a victim of hate perspective.

Some police organizations are introducing the use of trauma dogs to provide comfort for victims of hate and to help them heal from their hate experience.

Most victims of hate support organizations are not “one-stop shops” and need to leverage other organizations within the ecosystem and refer to ensure that victims of hate receive all the appropriate support they need including legal assistance, financial support and psychological counselling.

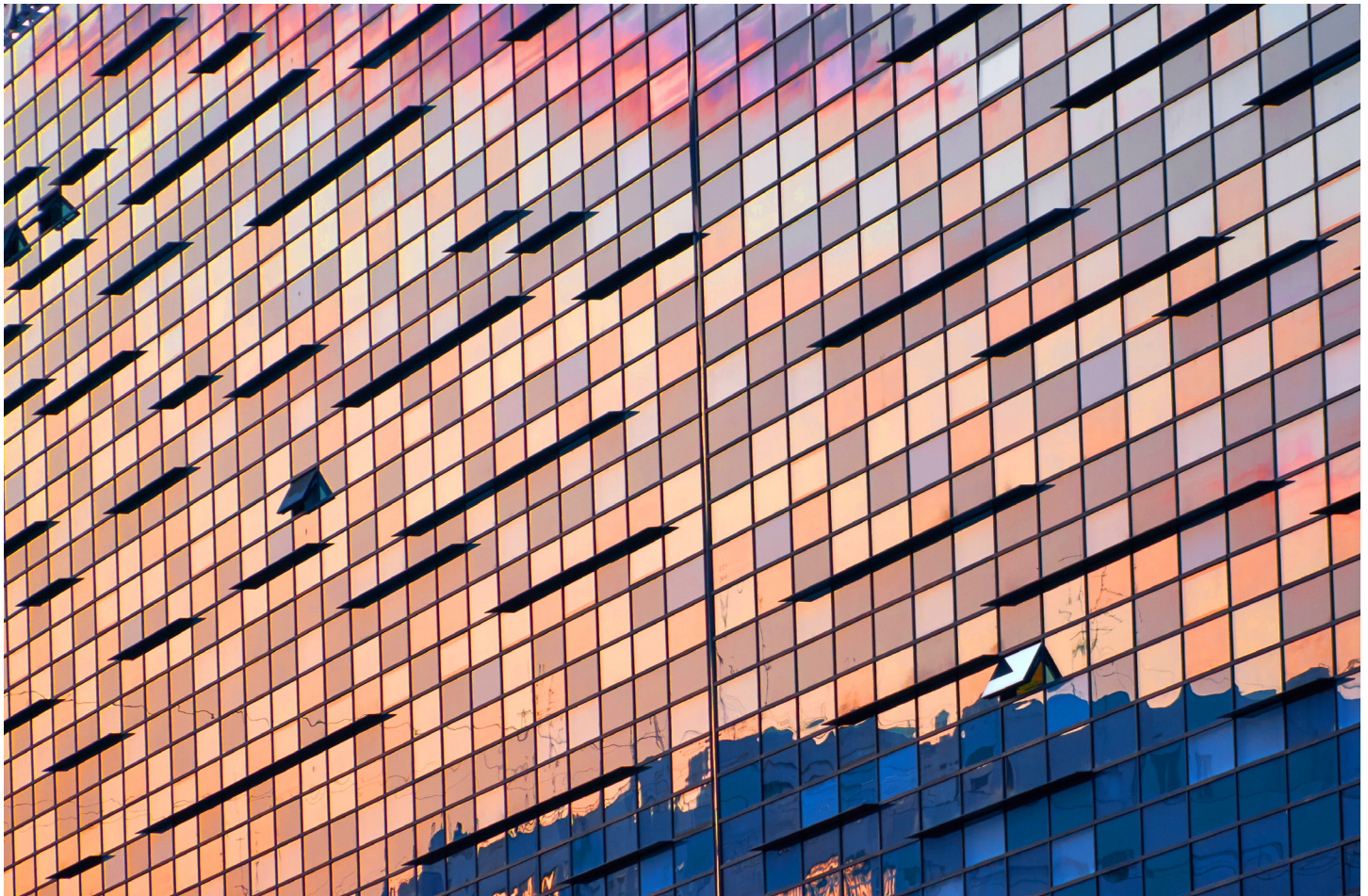
### **Workforce capabilities**

**Theme 19:** Although most stakeholders recognize the importance of reflecting equity, diversity and inclusion (EDI) values in their recruitment strategy to attract a workforce that is representative of the populations they support, the workforce remains largely homogenous, particularly outside of community organizations that participate in victims of hate support.

To bridge that gap, several police organizations aim to address the lack of diversity in their workforce through their recruitment strategies. In addition, some police organizations seek help from community organizations to provide culturally sensitive support to victims of hate.

**Theme #20:** Offering a nationwide training curriculum for victims of hate support providers can help enhance awareness and ensure a minimum standard of support that hate crime victims can expect. Most victims of hate support providers are not formally trained on topics like hate and relevant legislations, impacts of hate crime on victims, cultural awareness, victim-centric approach and trauma informed intervention.’

Most individuals that work with victims of hate are able to leverage knowledge from their education or professional or personal experience. However, some community organizations utilize volunteers to provide victims of hate support without formal training or adequate support.



## C. Glossary

---

Accessible Canada Act (ACA)

---

Anti-Defamation League (ADL)

---

Assistance Fund for Victim of Crime (FAVAC)

---

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 (CACP)

---

Canadian Human Rights Commission (CHRC)

---

Canadian Police Knowledge Network (CPKN)

---

Canadian Race Relations Foundations (CRRF)

---

Canadian Resource Centre for Victims of Crime (CRCVC)

---

Canadian Victims Bill of Rights (CVBR)

---

Centre for Israel and Jewish Affairs (CIJA)

---

Centre for the Prevention of Radicalization Leading to Violence (CPRLV)

---

Community United Against Violence (CUAV)

---

Countering Violent Extremism Initiative (CVEI)

---

Crime Victims Assistance Centre (CAVAC)

---

Elimin8Hate (E8)

---

Enhancing Stakeholder Awareness and Resources for Hate Crime Victim Support (EStAR)

---

Equity, Diversity and Inclusion (EDI)

---

European Union (EU)

---

Federal Victim Services (FVS)

---

Freedom of Information (FOI)

---

Gender Based Analysis (GBA+)

---

General Social Survey (GSS)

---

Independent Needs Assessment (INA)

---

Intergovernmental organization (IGO)

---

Memorandum of Understanding (MOU)

---

Ministry of Justice (MoJ)

---

Ministry of Public Safety and Emergency Preparedness Canada (PSEPC)

---

National Center for Victims of Crime (NCFVOC)

---

National Council of Canadian Muslims (NCCM)

---

National Office for Victims (NOV)

---

Non-governmental organization (NGO)

---

Office for Democratic Institutions and Human Rights (ODIHR)

---

Office of the Federal Ombudsman for Victims of Crime (OFOVC)

---

Ontario Police College (OPC)

---

Ontario Provincial Police (OPP)

---

Organization for Security and Co-operation in Europe (OSCE)

---

Organization for the Prevention of Violence (OPV)

---

OSCE's Office for Democratic Institutions and Human Rights (ODIHR)

---

---

Policy Centre for Victim Issues (PCVI)

---

Portuguese Association of Victim Support (APAV)

---

Royal Canadian Mounted Police (RCMP)

---

Service de police de la Ville de Montréal (SPVM)

---

Service de police de la Ville de Québec (SPVQ)

---

The Office of Juvenile Justice and Delinquency Prevention (OJJDP)

---

Treaty Three Police Service (T3PS)

---

Uniform Crime Reporting Survey (UCR)

---

United States (US)

---

US Department of Justice (DoJ)

---

Vancouver Police Department (VPD)

---

Victim Quick Response Program (VQRP+)

---

Victim Services Unit (VSU)

---

Young Women Christian Association of Canada (YWCA)

---



# Endnotes

- 1 Vicki Chartrand, "Unsettled Times: Indigenous Incarceration and the Links between Colonialism and the Penitentiary in Canada," *Canadian Journal of Criminology and Criminal Justice* 61, no. 3 (2019): pp. 67-89.
- 2 Statistics Canada, "General Social Survey: An Overview, 2019," Statistics Canada: Canada's national statistical agency / Statistique Canada : Organisme statistique national du Canada (Government of Canada, Statistics Canada, February 20, 2019), <https://www150.statcan.gc.ca/n1/pub/89f0115x/89f0115x2019001-eng.htm>.
- 3 Zainab Furqan et al., "Understanding and Addressing Islamophobia through Trauma-Informed Care," *CMAJ* (CMAJ, May 30, 2022), <https://www.cmaj.ca/content/194/21/E746>.
- 4 Hate Crimes Community Working Group, "Addressing Hate Crime in Ontario : Final Report of the Hate Crimes Community Working Group to the Attorney General and the Minister of Community Safety and Correctional Services. Strategy, Recommendations, Priorities for Action.,"(Ministry of the Attorney General and the Ministry of Community Safety and Correctional Services, 2006), [https://www.attorneygeneral.jus.gov.on.ca/english/about/pubs/hatecrimes/HCCWG\\_full.pdf](https://www.attorneygeneral.jus.gov.on.ca/english/about/pubs/hatecrimes/HCCWG_full.pdf).
- 5 Mary Allen and Brianna Jaffray, "The COVID-19 Pandemic and Its Impacts on Canadian Victim Services," *The COVID-19 pandemic and its impacts on Canadian victim services* (Government of Canada, Statistics Canada, July 30, 2020), <https://www150.statcan.gc.ca/n1/pub/45-28-0001/2020001/article/00065-eng.htm>.
- 6 The Canadian Press, "Number of Reported Hate Crimes Set New Record in 2020 as Other Crimes Decreased: Statistics Canada," *CBCnews* (CBC/Radio Canada, March 18, 2022), <https://www.cbc.ca/news/politics/statistics-canada-hate-crimes-1.6389976>.
- 7 Canadian Anti-Hate Network, "Police Only Found 1% of 223,000 Hate Crimes in Canada," *Canadian Anti-Hate Network*, August 2021, [https://www.antihate.ca/police\\_only\\_found\\_1\\_of\\_223\\_000\\_hate\\_crimes\\_in\\_canada](https://www.antihate.ca/police_only_found_1_of_223_000_hate_crimes_in_canada).
- 8 The Canadian Press, "Number of Reported Hate Crimes Set New Record in 2020 as Other Crimes Decreased: Statistics Canada," *CBCnews* (CBC/Radio Canada, March 18, 2022), <https://www.cbc.ca/news/politics/statistics-canada-hate-crimes-1.6389976>.
- 9 Tom Yun, "Police-Reported Anti-Asian Hate Crimes in Canada Jumped 300 per Cent in 2020: StatCan," *CTVNews*, (March 17, 2022), <https://www.ctvnews.ca/canada/police-reported-anti-asian-hate-crimes-in-canada-jumped-300-per-cent-in-2020-statcan-1.5823965>.
- 10 Isaac Callan, "Toronto Police Record Rise in Hate Crimes, Including against Asian Canadians - Toronto," *Global News* (Global News, April 26, 2022), <https://globalnews.ca/news/8786520/toronto-police-record-rise-hate-crimes-asian-canadians/>.
- 11 National Council of Canadian Muslims, "Appendix Appendix a Formal Submissions from Community Organizations - NCCM," *NCCM*, June 2021, [https://www.nccm.ca/wp-content/uploads/2021/06/Appendix-NCCM\\_final.pdf](https://www.nccm.ca/wp-content/uploads/2021/06/Appendix-NCCM_final.pdf).
- 12 Statistics Canada, "General Social Survey: An Overview, 2019," Statistics Canada: Canada's national statistical agency / Statistique Canada : Organisme statistique national du Canada (Government of Canada, Statistics Canada, February 20, 2019), <https://www150.statcan.gc.ca/n1/pub/89f0115x/89f0115x2019001-eng.htm>.
- 13 Service de police de la Ville de Montréal (SPVM), "Hate Crimes and Hate Incidents," *Hate Crimes and Hate Incidents*, accessed June 30, 2022, <https://spvm.qc.ca/en/Fiches/Details/Hate-Crimes-and-Hate-Incidents>.
- 14 The Canadian Press, "The Difficult History of Prosecuting Hate in Canada," *CBCnews* (CBC/Radio Canada, June 13, 2020), <https://www.cbc.ca/news/canada/british-columbia/racists-attacks-court-hate-crimes-1.5604912>.
- 15 Department of Justice Government of Canada, "Combatting Hate Speech and Hate Crimes: Proposed Legislative Changes to the Canadian Human Rights Act and the Criminal Code," *Government of Canada*, September 1, 2021, <https://justice.gc.ca/eng/csj-sjc/pl/chshc-lcdch/index.html>.
- 16 Department of Justice Government of Canada, "Combatting Hate Speech and Hate Crimes: Proposed Legislative Changes to the Canadian Human Rights Act and the Criminal Code," *Government of Canada*, September 1, 2021, <https://justice.gc.ca/eng/csj-sjc/pl/chshc-lcdch/index.html>.
- 17 Paul Iganski, "Hate Crimes Hurt More," *American Behavioral Scientist* 45, no. 4 (2001): pp. 626-638, <https://journals.sagepub.com/doi/10.1177/0002764201045004006>.
- 18 James K. Hill, "Working with Victims of Crime: A Manual Applying Research to Clinical Practice (Second Edition)," *Government of Canada*, December 13, 2021, <https://www.justice.gc.ca/eng/rp-pr/cj-jp/victim/res-rech/p13.html>.
- 19 Department of Justice Government of Canada, "Who Is a Victim of Crime," *Government of Canada, Department of Justice*, July 7, 2021, <https://justice.gc.ca/eng/cj-jp/victims-victimes/rights-droits/who-qui.html>.
- 20 Public Safety Canada, "National Office for Victims," *Government of Canada*, May 20, 2022, <https://www.publicsafety.gc.ca/cnt/cntrng-crm/crrctns/ntnl-ffc-vctms-en.aspx>.
- 21 OSCE Office for Democratic Institutions and Human Rights (ODIHR), "Hate Crime Victims in the Criminal Justice System - OSCE," *OSCE*, 2020, <https://www.osce.org/files/f/documents/c/5/447028.pdf>.

- 22 Hate Crimes Community Working Group, "Addressing Hate Crime in Ontario : Final Report of the Hate Crimes Community Working Group to the Attorney General and the Minister of Community Safety and Correctional Services. Strategy, Recommendations, Priorities for Action.," Department of Justice (Ministry of the Attorney General and the Ministry of Community Safety and Correctional Services, 2006), [https://www.attorneygeneral.jus.gov.on.ca/english/about/pubs/hatecrimes/HCCWG\\_full.pdf](https://www.attorneygeneral.jus.gov.on.ca/english/about/pubs/hatecrimes/HCCWG_full.pdf).
- 23 Rick Vanderlinde, "Hate Crime Statistics Don't Paint True Picture of Problem, Professor Says," Toronto, January 18, 2021, [https://www.toronto.com/news/crime/hate-crime-statistics-dont-paint-true-picture-of-problem-professor-says/article\\_94ad9ae3-8e71-5da8-892c-2f44c0011b89.html](https://www.toronto.com/news/crime/hate-crime-statistics-dont-paint-true-picture-of-problem-professor-says/article_94ad9ae3-8e71-5da8-892c-2f44c0011b89.html).
- 24 OSCE Office for Democratic Institutions and Human Rights (ODIHR), "Understanding the Needs of Hate Crime Victims," OSCE, 2020, <https://www.osce.org/files/f/documents/0/5/463011.pdf>.
- 25 Gregory Moreau, "Police-Reported Hate Crime in Canada, 2019," Government of Canada, Statistics Canada (Canadian Centre for Justice and Community Safety Statistics, March 29, 2021), <https://www150.statcan.gc.ca/n1/pub/85-002-x/2021001/article/00002-eng.htm>.
- 26 Community and Stakeholder Engagement, Completed by PwC, June 2022.
- 27 Canadian Heritage, "Federal Government Launches National Consultations for Canada's First Ever National Action Plan on Combatti...," Government of Canada (Government of Canada, March 29, 2022), <https://www.canada.ca/en/canadian-heritage/news/2022/03/federal-government-launches-national-consultations-for-canadas-first-ever-national-action-plan-on-combating-hate.html>.
- 28 The Canadian Press, "Canadian Online Searches for Far-Right Material Increased during Pandemic, Mps Told," CBCnews (CBC/Radio Canada, May 10, 2022), <https://www.cbc.ca/news/politics/pandemic-far-right-extremist-groups-1.6448332>.
- 29 Bureau for the Implementation of Equal Treatment (BUG), "Framework Decision on Combating Racism and Xenophobia," Büro zur Umsetzung von Gleichbehandlung e.V., 2022, <https://www.bug-ev.org/en/topics/focus-areas/dossiers/hate-crime/hate-crime-legislation/framework-decision-on-combating-racism-and-xenophobia>.
- 30 OSCE Office for Democratic Institutions and Human Rights (ODIHR), "Hate Crime Laws - A Practical Guide" (Organization for Security and Co-operation in Europe, 2009), <https://www.osce.org/odihr/36426>.
- 31 Department of Justice, "Laws and Policies," The Government of the United States, May 9, 2022, <https://www.justice.gov/hatecrimes/laws-and-policies>.
- 32 OSCE Office for Democratic Institutions and Human Rights (ODIHR), "Diagnostic Tool for Assessing National Hate Crime Victim Support Systems," OSCE ( Organization for Security and Co-operation in Europe, December 2021), <https://www.osce.org/odihr/506386>.
- 33 OSCE Office for Democratic Institutions and Human Rights (ODIHR), "Hate Crime Victims in the Criminal Justice System," OSCE (Organization for Security and Co-operation in Europe, 2020), <https://www.osce.org/odihr/447028>.
- 34 OSCE Office for Democratic Institutions and Human Rights (ODIHR), "National Frameworks to Address Hate Crime in the United Kingdom," OSCE, April 12, 2022, <https://hatecrime.osce.org/national-frameworks-united-kingdom#victimSupport>.
- 35 OSCE Office for Democratic Institutions and Human Rights (ODIHR), "National Frameworks to Address Hate Crime in the United Kingdom," OSCE, April 12, 2022, <https://hatecrime.osce.org/national-frameworks-united-kingdom#victimSupport>.
- 36 ADL, "Best Practices for Responding to Cyberhate," ADL, 2022, <https://www.adl.org/best-practices-responding-cyberhate>.
- 37 The Library of Congress, "Germany: Network Enforcement Act Amended to Better Fight Online Hate Speech," The Library of Congress, 2021, <https://www.loc.gov/item/global-legal-monitor/2021-07-06/germany-network-enforcement-act-amended-to-better-fight-online-hate-speech/>.
- 38 Department of Justice, "The Criminal Code of Canada," Government of Canada, Department of Justice, June 4, 2021, <https://www.justice.gc.ca/eng/csj-sjc/cc/index.html>.
- 39 Gregory Moreau and Jing Hui Wang, "Police-Reported Hate Crime in Canada, 2020," Government of Canada, Statistics Canada (Government of Canada, Statistics Canada, March 17, 2022), <https://www150.statcan.gc.ca/n1/pub/85-002-x/2022001/article/00005-eng.htm>.
- 40 Office of the Federal Ombudsman for Victims of Crime, "The Canadian Victims Bill of Rights," Government of Canada, August 15, 2014, <https://www.victimfirst.gc.ca/serv/vrc-dvc.html>.
- 41 Community and Stakeholder Engagement, Completed by PwC, June 2022.
- 42 Office of the Federal Ombudsman for Victims of Crime, "Home: Federal Ombudsman for Victims of Crime," Office of the Federal Ombudsman for Victims of Crime, September 18, 2012, [https://www.victimfirst.gc.ca/res/pub/prcvbr-reccdv/index.html#\\_Toc44337217](https://www.victimfirst.gc.ca/res/pub/prcvbr-reccdv/index.html#_Toc44337217).
- 43 Jacques Gallant, "Ottawa Accused of Failing Crime Victims by Leaving Watchdog Job Empty," thestar.com, January 18, 2022, <https://www.thestar.com/politics/federal/2022/01/17/ottawa-accused-of-failing-crime-victims-by-leaving-watchdog-job-empty.html>.

- 44 The Canadian Centre for Justice Statistics, "Revising the Classification of Founded and Unfounded Criminal Incidents in the Uniform Crime Reporting Survey," Statistics Canada (Government of Canada, July 12, 2018), <https://www150.statcan.gc.ca/n1/pub/85-002-x/2018001/article/54973-eng.htm>.
- 45 Community and Stakeholder Engagement, Completed by PwC, June 2022.
- 46 Shari Narine, "Governments Discriminate against First Nations Providing Policing Services, CHRT Rules," thestar.com, February 8, 2022, <https://www.thestar.com/news/canada/2022/02/07/governments-discriminate-against-first-nations-providing-policing-services-chrt-rules.html?rf>.
- 47 Public Safety, "Engaging on Federal First Nations Police Services Legislation - Discussion Guide," Government of Canada, April 5, 2022, <https://www.publicsafety.gc.ca/cnt/rsrscs/pblctns/nggng-fdrl-frst-ntns-plc-srvcs-igsln-2022/index-en.aspx>.
- 48 Community and Stakeholder Engagement, Completed by PwC, June 2022.
- 49 Canadian Heritage, "Federal Government Launches National Consultations for Canada's First Ever National Action Plan on Combatting Hate," Canada.ca (Government of Canada, March 29, 2022), <https://www.canada.ca/en/canadian-heritage/news/2022/03/federal-government-launches-national-consultations-for-canadas-first-ever-national-action-plan-on-combatting-hate.html>.
- 50 OSCE Office for Democratic Institutions and Human Rights (ODIHR), "Enhancing Stakeholder Awareness and Resources for Hate Crime Victim Support," OSCE ( Organization for Security and Co-operation in Europe, 2022), <https://www.osce.org/files/f/documents/b/e/516375.pdf>.
- 51 Department of Justice, "Preventing Hate Crimes in Your Community," The United States Government, May 9, 2022, <https://www.justice.gov/hatecrimes/preventing-hate-crimes-your-community#>.
- 52 OSCE ODIHR Tolerance and Non-Discrimination Department (TND), "Building a Comprehensive Criminal Justice Response to Hate Crime: A Resource Toolkit," OSCE, February 11, 2019, <https://tandis.odihr.pl/handle/20.500.12389/22491>.
- 53 Department of Justice, "Preventing Hate Crimes in Your Community," The United States Government, May 9, 2022, <https://www.justice.gov/hatecrimes/preventing-hate-crimes-your-community#>.
- 54 OSCE Office for Democratic Institutions and Human Rights (ODIHR), "Model Guidance on Individual Needs Assessments of Hate Crime Victims," OSCE (Organization for Security and Co-operation in Europe, 2021), <https://www.osce.org/odihhr/489782>.
- 55 Stanford Law School Policy Lab and Brennan Center for Justice, "Exploring Alternative Approaches to Hate Crimes," Stanford Law, 2021, [https://law.stanford.edu/wp-content/uploads/2021/06/Alternative-to-Hate-Crimes-Report\\_v09-final.pdf](https://law.stanford.edu/wp-content/uploads/2021/06/Alternative-to-Hate-Crimes-Report_v09-final.pdf).
- 56 Office of the Federal Ombudsman for Victims of Crime, "Mandate," Government of Canada, August 7, 2014, <https://www.victimfirst.gc.ca/abt-apd/orfl-nrnf.html>.
- 57 Department of Justice, "Victims Fund," Government of Canada, August 23, 2021, <https://www.justice.gc.ca/eng/fund-fina/cj-jp/fund-fond/index.html>.
- 58 Community and Stakeholder Engagement, Completed by PwC, June 2022.
- 59 Alberta Municipalities, "Campaign to Protect Victim Services," Alberta Municipalities, July 2021, <https://www.abmunis.ca/>.
- 60 OSCE ODIHR Tolerance and Non-Discrimination Department (TND), "Building a Comprehensive Criminal Justice Response to Hate Crime: A Resource Toolkit," OSCE, February 11, 2019, <https://tandis.odihr.pl/handle/20.500.12389/22491>.
- 61 OSCE Office for Democratic Institutions and Human Rights (ODIHR), "Diagnostic Tool for Assessing National Hate Crime Victim Support Systems," OSCE ( Organization for Security and Co-operation in Europe, December 2021), <https://www.osce.org/odihhr/506386>.
- 62 International Association of Chiefs of Police and Lawyers' Committee for Civil Rights Under Law, "Action Agenda for Community Organizations and Law Enforcement to Enhance the Response to Hate Crimes," The IACP, 2019, [https://www.theiacp.org/sites/default/files/2019-04/IACP\\_Hate%20Crimes\\_Full%20Report.pdf](https://www.theiacp.org/sites/default/files/2019-04/IACP_Hate%20Crimes_Full%20Report.pdf).
- 63 Bureau of Justice, "Fact Sheet - Programs That Address Hate Crimes," U.S. Department of Justice, 2021, <https://bja.ojp.gov/sites/g/files/xyckuh186/files/media/document/programs-that-address-hate-crimes.pdf>.
- 64 OSCE Office for Democratic Institutions and Human Rights (ODIHR), "Diagnostic Tool for Assessing National Hate Crime Victim Support Systems," OSCE ( Organization for Security and Co-operation in Europe, December 2021), <https://www.osce.org/odihhr/506386>.
- 65 Canadian Heritage, "National Anti-Racism Summits," Canada.ca (Government of Canada, February 8, 2022), <https://www.canada.ca/en/canadian-heritage/campaigns/federal-anti-racism-secretariat/national-summits.html>.
- 66 Community and Stakeholder Engagement, Completed by PwC, June 2022.
- 67 Community and Stakeholder Engagement, Completed by PwC, June 2022.
- 68 Community and Stakeholder Engagement, Completed by PwC, June 2022.

- 69 The Canadian Race Relations Foundation (CRRF), “Announcing Launch of National Task Force to Address Hate Crimes in Canada,” Canadian Race Relations Foundation, March 22, 2022, <https://www.crrf-fcrr.ca/en/news-a-events/articles/item/27497-announcing-launch-of-national-task-force-to-address-hate-crimes-in-canada>.
- 70 Josh Hall, “Central Alberta Community Coalition to Target Hate-Based Crimes and Incidents,” rdnewsnow.com, May 1, 2021, <https://rdnewsnow.com/2021/05/01/central-alberta-community-coalition-to-target-hate-based-crimes-and-incidents/>.
- 71 The Council of Agencies Serving South Asians (CASSA), “Anti-Hate Community Leaders Group,” CASSA, 2020, <http://cassa.on.ca/anti-hate/>.
- 72 Department of Justice, “Victim Services Directory,” Government of Canada, July 25, 2016, <https://www.justice.gc.ca/eng/cj-jp/victims-victimes/vsd-rsv/sch-rch.aspx>.
- 73 OSCE Office for Democratic Institutions and Human Rights (ODIHR), “Model Quality Standards for Hate Crime Victim Support,” OSCE, 2021, <https://www.osce.org/odihhr/485273>.
- 74 Department of Justice. “Hate Crimes.” The United States Government, June 30, 2022. <https://www.justice.gov/hate-crimes>.
- 75 OSCE Office for Democratic Institutions and Human Rights (ODIHR), “National Frameworks to Address Hate Crime in the United Kingdom,” OSCE, April 12, 2022, <https://hatecrime.osce.org/national-frameworks-united-kingdom#victimSupport>.
- 76 OSCE Office for Democratic Institutions and Human Rights (ODIHR), “Model Quality Standards for Hate Crime Victim Support,” OSCE, 2021, <https://www.osce.org/odihhr/485273>.
- 77 The Crown Prosecution Service, “Interpreters,” Government of the United Kingdom, 2022, <https://www.cps.gov.uk/legal-guidance/interpreters>.
- 78 OSCE Office for Democratic Institutions and Human Rights (ODIHR), “National Frameworks to Address Hate Crime in the United Kingdom,” OSCE, April 12, 2022, <https://hatecrime.osce.org/national-frameworks-united-kingdom#victimSupport>.
- 79 VBRG, “About,” VBRG, October 18, 2021, <https://verband-brg.de/english/#toggle-id-1>.
- 80 OSCE’s Office for Democratic Institutions and Human Rights (ODIHR), “Preventing and Responding to Hate Crimes,” OSCE, 2009, <https://www.osce.org/files/f/documents/8/a/39821.pdf>.
- 81 Employment and Social Development, “Towards an Accessible Canada,” Canada.ca (Government of Canada, June 1, 2022), <https://www.canada.ca/en/employment-social-development/programs/accessible-canada.html>.
- 82 Public Health Agency of Canada, “Government of Canada Invests in Mental Health and Distress Centres,” Canada.ca (Government of Canada, April 25, 2022), <https://www.canada.ca/en/public-health/news/2022/04/government-of-canada-invests-in-mental-health-and-distress-centres.html>
- 83 Community and Stakeholder Engagement, Completed by PwC, June 2022.
- 84 Ontario Human Rights Commission, “A Disparate Impact - Second Interim Report on the Inquiry into Racial Profiling and Racial Discrimination of Black Persons by the Toronto Police Service,” OHRC (Government of Ontario, 2020), <https://www.ohrc.on.ca/sites/default/files/A%20Disparate%20Impact%20Second%20interim%20report%20on%20the%20TPS%20inquiry%20executive%20summary.pdf>.
- 85 Community and Stakeholder Engagement, Completed by PwC, June 2022.
- 86 Community and Stakeholder Engagement, Completed by PwC, June 2022.
- 87 Victim Services and Crime Prevention, “VICTIMLINKBC,” Province of British Columbia, December 17, 2020, <https://www2.gov.bc.ca/gov/content/justice/criminal-justice/victims-of-crime/victimlinkbc>.
- 88 Ministry of Tourism, “Resilience BC Anti-Racism Network,” Province of British Columbia, February 22, 2021, <https://www2.gov.bc.ca/gov/content/governments/multiculturalism-anti-racism/anti-racism/resiliencebc>.
- 89 Community and Stakeholder Engagement, Completed by PwC, June 2022.
- 90 Service de police de la Ville de Montréal (SPVM), “Who Does What?,” SPVM, 2022, <https://spvm.qc.ca/fr/Actualites/Details/15360>.
- 91 OSCE Office for Democratic Institutions and Human Rights (ODIHR), “Hate Crime Laws - A Practical Guide” (Organization for Security and Co-operation in Europe, 2009), <https://www.osce.org/odihhr/36426>.
- 92 Community and Stakeholder Engagement, Completed by PwC, June 2022.
- 93 OSCE Office for Democratic Institutions and Human Rights (ODIHR), “Model Quality Standards for Hate Crime Victim Support,” OSCE (OSCE Office for Democratic Institutions and Human Rights (ODIHR), 2021), <https://www.osce.org/odihhr/485273>.
- 94 Victim Support Europe, “You Won't Believe It but It Exists...,” Victim Support Europe, 2022, <https://victim-support.eu/you-wont-believe-it-but-it-exists/>.
- 95 Department of Justice, “Preventing Youth Hate Crimes and Identity-Based Bullying,” The United States Government, May 13, 2022, <https://www.justice.gov/hatecrimes/spotlight/preventing-youth-hate-crimes>.



- 96 Victim Support Europe, “You Won’t Believe It but It Exists...,” Victim Support Europe, 2022, <https://victim-support.eu/you-wont-believe-it-but-it-exists/>.
- 97 The Community Policing Dispatch, “FBI Hate Crimes Awareness Campaign Reaches Millions of Americans,” The Community Policing Dispatch, 2022, [https://cops.usdoj.gov/html/dispatch/02-2022/hatecrimes\\_awareness.html](https://cops.usdoj.gov/html/dispatch/02-2022/hatecrimes_awareness.html).
- 98 Community and Stakeholder Engagement, Completed by PwC, June 2022.
- 99 Community and Stakeholder Engagement, Completed by PwC, June 2022.
- 100 Community and Stakeholder Engagement, Completed by PwC, June 2022.
- 101 CharityVillage, “#BlockHate Campaign Highlights the Consequences of Online Hate,” CharityVillage, March 25, 2021, <https://charityvillage.com/blockhate-campaign-highlights-the-consequences-of-online-hate/>.
- 102 Centre for the Prevention of Radicalization Leading to Violence (CPRLV), “404 Magazine,” 404 Mag, November 11, 2021, <https://404mag.org/en/>.
- 103 Young Women’s Christian Association of Canada, “Addressing Online Hate,” YWCA (Government of Canada), accessed June 30, 2022, <https://ywcacanada.ca/what-we-do/projects-initiatives/block-hate-building-resilience-against-online-hate-speech/>.
- 104 Block Hate: Building Resilience against Online Hate Speech, “Block Hate: Building Resilience against Online Hate Speech,” YWCA (Government of Canada, Public Safety Canada, 2021), <https://ywcacanada.ca/what-we-do/projects-initiatives/block-hate-building-resilience-against-online-hate-speech/>.
- 105 Public Safety Canada, “Federal Support towards New Youth Initiative Tackling Online Hate,” Canada.ca (Government of Canada, March 16, 2022), <https://www.canada.ca/en/public-safety-canada/news/2020/10/federal-support-towards-new-youth-initiative-tackling-online-hate.html>.
- 106 Department of Justice, “Victims and Survivors of Crime Week,” Government of Canada, July 2, 2021, <https://victimsweek.gc.ca/fund-fond/index.html>.
- 107 Ministère de la justice, “Programme De Subventions Pour Favoriser La Recherche, L’information, La Sensibilisation Et La Formation En Matière D’aide Aux Personnes Victimes D’infractions Criminelles,” Justice Quebec, 2022, <https://www.justice.gouv.qc.ca/programmes-et-services/programmes/programme-aide-personnes-victimes-infractions-criminelles>.
- 108 OSCE Office for Democratic Institutions and Human Rights (ODIHR), “Model Guidance on Individual Needs Assessments of Hate Crime Victims,” OSCE (Organization for Security and Co-operation in Europe, 2021), <https://www.osce.org/odihr/489782>.
- 109 Department of Justice, “Preventing Hate Crimes in Your Community,” The United States Government, May 9, 2022, <https://www.justice.gov/hatecrimes/preventing-hate-crimes-your-community#>.
- 110 OSCE Office for Democratic Institutions and Human Rights (ODIHR), “Model Guidance on Individual Needs Assessments of Hate Crime Victims,” OSCE (Organization for Security and Co-operation in Europe, 2021), <https://www.osce.org/odihr/489782>.
- 111 OSCE ODIHR Tolerance and Non-Discrimination Department (TND), “Hate Crime Victims in the Criminal Justice System : A Practical Guide,” OSCE, April 9, 2020, <http://hdl.handle.net/20.500.12389/22599>.
- 112 Community and Stakeholder Engagement, Completed by PwC, June 2022.
- 113 Community and Stakeholder Engagement, Completed by PwC, June 2022.
- 114 OSCE Office for Democratic Institutions and Human Rights (ODIHR), “Diagnostic Tool for Assessing National Hate Crime Victim Support Systems,” OSCE ( Organization for Security and Co-operation in Europe, December 2021), <https://www.osce.org/odihr/506386>.
- 115 VBG, “Supportcompass,” App Store, December 9, 2021, <https://apps.apple.com/md/app/supportcompass/id1576196391>.
- 116 Portuguese Association for Victim Support, “Project T@LK: Handbook about Online Support for Victims of Crime,” Portuguese Association for Victim Support, 2018, [https://www.apav.pt/apav\\_v3/index.php/en/1665-project-t-lk-handbook-about-online-support-for-victims-of-crime](https://www.apav.pt/apav_v3/index.php/en/1665-project-t-lk-handbook-about-online-support-for-victims-of-crime).
- 117 Community and Stakeholder Engagement, Completed by PwC, June 2022.
- 118 Stanford Law School Policy Lab and Brennan Center for Justice, “Exploring Alternative Approaches to Hate Crimes,” Stanford Law, 2021, [https://law.stanford.edu/wp-content/uploads/2021/06/Alternative-to-Hate-Crimes-Report\\_v09-final.pdf](https://law.stanford.edu/wp-content/uploads/2021/06/Alternative-to-Hate-Crimes-Report_v09-final.pdf).
- 119 Scotland Police, “Reporting Hate Crime,” Scotland Police, 2021, <https://www.scotland.police.uk/contact-us/reporting-hate-crime/>.
- 120 Public Safety Canada, “National Office for Victims,” Government of Canada, May 20, 2022, <https://www.publicsafety.gc.ca/cnt/cntrng-crm/crrctns/ntnl-ffc-vctms-en.aspx>.
- 121 Community and Stakeholder Engagement, Completed by PwC, June 2022.
- 122 Community and Stakeholder Engagement, Completed by PwC, June 2022.

- 123 Hamilton Police Service, "Report A Hate Crime Online," Hamilton Police Service, 2022, <https://hamiltonpolice.on.ca/report-crime/online-reporting/report-hate-crime-online>.
- 124 Service de police de la Ville de Montréal (SPVM), "Hate Crimes and Hate Incidents," Service de police de la Ville de Montréal (SPVM), 2022, <https://spvm.qc.ca/en/Fiches/Details/Hate-Crimes-and-Hate-Incidents>.
- 125 Centre for the Prevention of Radicalization Leading to Violence (CPRLV), "404 Magazine," 404 Mag, November 11, 2021, <https://404mag.org/en/>.
- 126 Evolve Program, "Need Help? Get in Touch," Evolve Program, June 22, 2022, <https://evolveprogram.ca/>.
- 127 Centre for Israel and Jewish Affairs, "Report Hate," CIJA, 2022, [https://www.cija.ca/report\\_hate](https://www.cija.ca/report_hate).
- 128 National Council of Canadian Muslims, "Incident Report Form," NCCM, 2022, <https://www.nccm.ca/programs/incident-report-form/>.
- 129 Eliminate Hate, "Report an Incident," #EliminateHate, 2022, <https://www.eliminatehate.org/report>.
- 130 Project 1907, "Project 1907," project 1907, 2022, <https://www.project1907.org/>.
- 131 The Coalition of Muslim Women of KW, "About Us," Report the hate incident, 2022, <https://reportinghate.ca/about-us/>.
- 132 OSCE Office for Democratic Institutions and Human Rights (ODIHR), "Model Quality Standards for Hate Crime Victim Support," OSCE, 2021, <https://www.osce.org/odihr/485273>.
- 133 OSCE Office for Democratic Institutions and Human Rights (ODIHR), "Model Quality Standards for Hate Crime Victim Support," OSCE, 2021, <https://www.osce.org/odihr/485273>.
- 134 Jean-Marie Tremblay, "Sous La Direction De Denise Helly En Collaboration Avec Nina ADMO, Ahmed Mahdi Benmoussa, Alexandre Berlad, Richard Y. Bourhis, Brieg Capitaine, Benjamin Ducol, Aur," Les Classiques des sciences sociales, 2021, [http://classiques.uqac.ca/contemporains/helly\\_denise/Retablir\\_l\\_ordre\\_peur\\_mefiance\\_haine/Retablir\\_l\\_ordre.html](http://classiques.uqac.ca/contemporains/helly_denise/Retablir_l_ordre_peur_mefiance_haine/Retablir_l_ordre.html).
- 135 Community and Stakeholder Engagement, Completed by PwC, June 2022.
- 136 The Canadian Centre for Justice Statistics, "Revising the Classification of Founded and Unfounded Criminal Incidents in the Uniform Crime Reporting Survey," Statistics Canada (Government of Canada, July 12, 2018), <https://www150.statcan.gc.ca/n1/pub/85-002-x/2018001/article/54973-eng.htm>.
- 137 Ministry of Public Safety and Solicitor General, "Third Party Reporting for Victims of Sexual Offences," Province of British Columbia (Province of British Columbia, June 8, 2021), <https://www2.gov.bc.ca/gov/content/justice/criminal-justice/bcs-criminal-justice-system/reporting-a-crime/victim-or-witness-to-crime/third-party-reporting-for-victims-of-sexual-offences>.
- 138 Community and Stakeholder Engagement, Completed by PwC, June 2022.
- 139 Community and Stakeholder Engagement, Completed by PwC, June 2022.
- 140 Department of Justice, "Learnings from Approaches to Hate Crime in Five Jurisdictions," Research and Data Analytics Unit, Government of Ireland, 2020, [https://www.justice.ie/en/JELR/Appendix\\_3\\_-\\_Comparative\\_Research\\_Report\\_-\\_Learnings\\_from\\_Approaches\\_to\\_Hate\\_Crime\\_in\\_Five\\_Jurisdictions.pdf/Files/Appendix\\_3\\_-\\_Comparative\\_Research\\_Report\\_-\\_Learnings\\_from\\_Approaches\\_to\\_Hate\\_Crime\\_in\\_Five\\_Jurisdictions.pdf](https://www.justice.ie/en/JELR/Appendix_3_-_Comparative_Research_Report_-_Learnings_from_Approaches_to_Hate_Crime_in_Five_Jurisdictions.pdf/Files/Appendix_3_-_Comparative_Research_Report_-_Learnings_from_Approaches_to_Hate_Crime_in_Five_Jurisdictions.pdf).
- 141 Community and Stakeholder Engagement, Completed by PwC, June 2022.
- 142 OSCE Office for Democratic Institutions and Human Rights (ODIHR), "Model Quality Standards for Hate Crime Victim Support," OSCE, 2021, <https://www.osce.org/odihr/485273>.
- 143 OSCE Office for Democratic Institutions and Human Rights (ODIHR), "Hate Crime Victim Support: Policy Brief," OSCE (Organization for Security and Co-operation in Europe, 2022), <https://www.osce.org/odihr/516375>.
- 144 OSCE Office for Democratic Institutions and Human Rights (ODIHR), "Hate Crime Victim Support: Policy Brief," OSCE (Organization for Security and Co-operation in Europe, 2022), <https://www.osce.org/odihr/516375>.
- 145 OSCE Office for Democratic Institutions and Human Rights (ODIHR), "Model Quality Standards for Hate Crime Victim Support," OSCE, 2021, <https://www.osce.org/odihr/485273>.
- 146 Statistics Canada, "Chapter 2.8: Program Evaluation," Government of Canada, July 6, 2016, <https://www150.statcan.gc.ca/n1/pub/11-634-x/2016001/section2/chap8-eng.htm>.
- 147 Community and Stakeholder Engagement, Completed by PwC, June 2022.
- 148 Community and Stakeholder Engagement, Completed by PwC, June 2022.
- 149 Department of Justice, "Evaluation of the Indigenous Justice Program," Government of Canada, March 31, 2022, <https://www.justice.gc.ca/eng/rp-pr/cp-pm/eval/rep-rap/2021/Indigenous-autochtone/index.html>.
- 150 Canadian Human Rights Commission, "Am I in the Right Place?," Canadian Human Rights Commission, December 13, 2021, <https://www.chrc-ccdp.gc.ca/en/complaints/am-i-the-right-place>.

- 151 Hate Crimes Community Working Group, "Addressing Hate Crime in Ontario : Final Report of the Hate Crimes Community Working Group to the Attorney General and the Minister of Community Safety and Correctional Services. Strategy, Recommendations, Priorities for Action.," Department of Justice (Ministry of the Attorney General and the Ministry of Community Safety and Correctional Services, 2006), [https://www.attorneygeneral.jus.gov.on.ca/english/about/pubs/hatecrimes/HCCWG\\_full.pdf](https://www.attorneygeneral.jus.gov.on.ca/english/about/pubs/hatecrimes/HCCWG_full.pdf).
- 152 Community and Stakeholder Engagement, Completed by PwC, June 2022.
- 153 Crime Victims Assistance Centres, "Complaint Management Policy for Cavac Network Clients," Crime Victims Assistance Centres, accessed June 30, 2022, [https://cavac.qc.ca/wp-content/uploads/2021/04/politique-plaintes\\_rdesc\\_final\\_29-janvier\\_2020\\_eng.pdf](https://cavac.qc.ca/wp-content/uploads/2021/04/politique-plaintes_rdesc_final_29-janvier_2020_eng.pdf).
- 154 OSCE Office for Democratic Institutions and Human Rights (ODIHR), "Understanding the Needs of Hate Crime Victims," OSCE, 2020, <https://www.osce.org/files/f/documents/0/5/463011.pdf>.
- 155 OSCE Office for Democratic Institutions and Human Rights (ODIHR), "Model Guidance on Individual Needs Assessments of Hate Crime Victims," OSCE (Organization for Security and Co-operation in Europe, 2021), <https://www.osce.org/odihr/489782>.
- 156 OSCE Office for Democratic Institutions and Human Rights (ODIHR), "Understanding the Needs of Hate Crime Victims," OSCE, 2020, <https://www.osce.org/files/f/documents/0/5/463011.pdf>.
- 157 Stanford Law School Policy Lab and Brennan Center for Justice, "Exploring Alternative Approaches to Hate Crimes," Stanford Law, 2021, [https://law.stanford.edu/wp-content/uploads/2021/06/Alternative-to-Hate-Crimes-Report\\_v09-final.pdf](https://law.stanford.edu/wp-content/uploads/2021/06/Alternative-to-Hate-Crimes-Report_v09-final.pdf).
158. Frank Straub et al., "Rescue, Response, and Resilience - Cops Office," Community Oriented Policing Services (U.S Department of Justice, 2017), <https://cops.usdoj.gov/RIC/Publications/cops-w0857-pub.pdf>.
- 159 Community and Stakeholder Engagement, Completed by PwC, June 2022.
- 160 Office of the Federal Ombudsman for Victims of Crime, "The Canadian Victims Bill of Rights," Government of Canada, August 15, 2014, <https://www.victimfirst.gc.ca/serv/vrc-dvc.html>.
- 161 Public Safety Canada, "Communities at Risk: Security Infrastructure Program (SIP)," Government of Canada, September 10, 2021, <https://www.publicsafety.gc.ca/cnt/cntrng-crm/crm-prvntn/fndng-prgrms/scrt-nfrstrctr-prgrm-en.aspx>.
- 162 Vancouver Police Department, "VPD Safe Place," VPD Safe Place, 2022, <https://vpdsafeplace.com/>.
- 163 Kashmala Fida Mohatarem, "Edmonton SafeWalk Helps Muslim Women Feel Safe in the City | CBC News," CBCnews (CBC/Radio Canada, June 18, 2022), <https://www.cbc.ca/news/canada/edmonton/edmonton-safewalk-helps-muslim-women-feel-safe-in-the-city-1.6492754#:~:text=Edmonton%20SafeWalk%20is%20a%20new,running%20errands%20in%20the%20city>.
- 164 Office for Victims of Crime, "2016 VOCA Annual Assistance Performance Report," United States Government, 2016, <https://ovc.ojp.gov/sites/g/files/xyckuh226/files/media/document/2016-voca-annual-assistance-performance-report.pdf>.
- 165 Stanford Law School Policy Lab and Brennan Center for Justice, "Exploring Alternative Approaches to Hate Crimes," Stanford Law, 2021, [https://law.stanford.edu/wp-content/uploads/2021/06/Alternative-to-Hate-Crimes-Report\\_v09-final.pdf](https://law.stanford.edu/wp-content/uploads/2021/06/Alternative-to-Hate-Crimes-Report_v09-final.pdf).
- 166 Stanford Law School Policy Lab and Brennan Center for Justice, "Exploring Alternative Approaches to Hate Crimes," Stanford Law, 2021, [https://law.stanford.edu/wp-content/uploads/2021/06/Alternative-to-Hate-Crimes-Report\\_v09-final.pdf](https://law.stanford.edu/wp-content/uploads/2021/06/Alternative-to-Hate-Crimes-Report_v09-final.pdf).
- 167 OSCE Office for Democratic Institutions and Human Rights (ODIHR), "Diagnostic Tool for Assessing National Hate Crime Victim Support Systems," OSCE ( Organization for Security and Co-operation in Europe, December 2021), <https://www.osce.org/odihr/506386>.
- 168 Stanford Law School Policy Lab and Brennan Center for Justice, "Exploring Alternative Approaches to Hate Crimes," Stanford Law, 2021, [https://law.stanford.edu/wp-content/uploads/2021/06/Alternative-to-Hate-Crimes-Report\\_v09-final.pdf](https://law.stanford.edu/wp-content/uploads/2021/06/Alternative-to-Hate-Crimes-Report_v09-final.pdf).
- 169 Stanford Law School Policy Lab and Brennan Center for Justice, "Exploring Alternative Approaches to Hate Crimes," Stanford Law, 2021, [https://law.stanford.edu/wp-content/uploads/2021/06/Alternative-to-Hate-Crimes-Report\\_v09-final.pdf](https://law.stanford.edu/wp-content/uploads/2021/06/Alternative-to-Hate-Crimes-Report_v09-final.pdf).
- 170 OSCE Office for Democratic Institutions and Human Rights (ODIHR), "Model Guidance on Individual Needs Assessments of Hate Crime Victims," OSCE (Organization for Security and Co-operation in Europe, 2021), <https://www.osce.org/odihr/489782>.
- 171 Stanford Law School Policy Lab and Brennan Center for Justice, "Exploring Alternative Approaches to Hate Crimes," Stanford Law, 2021, [https://law.stanford.edu/wp-content/uploads/2021/06/Alternative-to-Hate-Crimes-Report\\_v09-final.pdf](https://law.stanford.edu/wp-content/uploads/2021/06/Alternative-to-Hate-Crimes-Report_v09-final.pdf).
- 172 Department of Justice, "Victim Services Directory," Government of Canada, July 25, 2016, <https://www.justice.gc.ca/eng/cj-jp/victims-victimes/vsd-rsv/sch-rch.aspx>.

- 173 Crime Victims Assistance Centres, “Services,” Crime Victims Assistance Centres, accessed June 30, 2022, [https://cavac.qc.ca/wp-content/uploads/2021/04/politique-plaintes\\_rdesc\\_final\\_29-janvier\\_2020\\_eng.pdf](https://cavac.qc.ca/wp-content/uploads/2021/04/politique-plaintes_rdesc_final_29-janvier_2020_eng.pdf).
- 174 Community and Stakeholder Engagement, Completed by PwC, June 2022.
- 175 Department of Justice, “Victim Services Directory,” Government of Canada, July 25, 2016, <https://www.justice.gc.ca/eng/cj-jp/victims-victimes/vsd-rsv/sch-rch.aspx>.
- 176 Canadian Resource Centre for Victims of Crime, “Financial Assistance,” CRCVC, February 27, 2022, [https://crcvc.ca/general\\_resources/financial-assistance/](https://crcvc.ca/general_resources/financial-assistance/).
- 177 Community and Stakeholder Engagement, Completed by PwC, June 2022.
- 178 Community and Stakeholder Engagement, Completed by PwC, June 2022.
- 179 Department of Justice, “Restorative Justice,” Government of Canada, December 10, 2021, <https://www.justice.gc.ca/eng/cj-jp/rj-jr/index.html>.
- 180 Department of Justice, “Victim Impact Statements,” Government of Canada, July 7, 2021, <https://www.justice.gc.ca/eng/cj-jp/victims-victimes/sentencing-peine/vis-dv.html>.
- 181 Jean-Marie Tremblay, “Sous La Direction De Denise Helly En Collaboration Avec Nina ADMO, Ahmed Mahdi Benmoussa, Alexandre Berlad, Richard Y. Bourhis, Brieg Capitaine, Benjamin Ducol, Aur,” Les Classiques des sciences sociales, 2021, [http://classiques.uqac.ca/contemporains/helly\\_denise/Retablir\\_l\\_ordre\\_peur\\_mefiance\\_haine/Retablir\\_l\\_ordre.html](http://classiques.uqac.ca/contemporains/helly_denise/Retablir_l_ordre_peur_mefiance_haine/Retablir_l_ordre.html).
- 182 OSCE Office for Democratic Institutions and Human Rights (ODIHR), “Understanding the Needs of Hate Crime Victims,” OSCE, 2020, <https://www.osce.org/files/f/documents/0/5/463011.pdf>.
- 183 VBRG, “About,” VBRG, October 18, 2021, <https://verband-brg.de/english/#toggle-id-1>.
- 184 OSCE Office for Democratic Institutions and Human Rights (ODIHR), “Understanding the Needs of Hate Crime Victims,” OSCE, 2020, <https://www.osce.org/files/f/documents/0/5/463011.pdf>.
- 185 VBRG, “About,” VBRG, October 18, 2021, <https://verband-brg.de/english/#toggle-id-1>.
- 186 Stanford Law School Policy Lab and Brennan Center for Justice, “Exploring Alternative Approaches to Hate Crimes,” Stanford Law, 2021, [https://law.stanford.edu/wp-content/uploads/2021/06/Alternative-to-Hate-Crimes-Report\\_v09-final.pdf](https://law.stanford.edu/wp-content/uploads/2021/06/Alternative-to-Hate-Crimes-Report_v09-final.pdf).
- 187 Department of Justice, “Learnings from Approaches to Hate Crime in Five Jurisdictions,” Research and Data Analytics Unit, Government of Ireland, 2020, [https://www.justice.ie/en/JELR/Appendix\\_3\\_-\\_Comparative\\_Research\\_Report\\_-\\_Learnings\\_from\\_Approaches\\_to\\_Hate\\_Crime\\_in\\_Five\\_Jurisdictions.pdf/Files/Appendix\\_3\\_-\\_Comparative\\_Research\\_Report\\_-\\_Learnings\\_from\\_Approaches\\_to\\_Hate\\_Crime\\_in\\_Five\\_Jurisdictions.pdf](https://www.justice.ie/en/JELR/Appendix_3_-_Comparative_Research_Report_-_Learnings_from_Approaches_to_Hate_Crime_in_Five_Jurisdictions.pdf/Files/Appendix_3_-_Comparative_Research_Report_-_Learnings_from_Approaches_to_Hate_Crime_in_Five_Jurisdictions.pdf).
- 188 Community and Stakeholder Engagement, Completed by PwC, June 2022.
- 189 Community and Stakeholder Engagement, Completed by PwC, June 2022.
- 190 Public Health Agency of Canada, “Government of Canada Invests in Mental Health and Distress Centres,” Canada.ca (Government of Canada, April 25, 2022), <https://www.canada.ca/en/public-health/news/2022/04/government-of-canada-invests-in-mental-health-and-distress-centres.html>
- 191 Community and Stakeholder Engagement, Completed by PwC, June 2022.
- 192 Vancouver Police Department, “Information for Victims,” Vancouver Police Department, November 17, 2021, <https://vpd.ca/report-a-crime/information-for-victims/>.
- 193 Victim Services Toronto, “Victim Crisis Response Program,” Victim Services Toronto, 2022, <https://victimservicestoronto.com/programs/victim-crisis-response-program/>.
- 194 Crime Victims Assistance Centres, “Services,” CAVAC, March 30, 2022, <https://cavac.qc.ca/en/services/>.
- 195 OSCE Office for Democratic Institutions and Human Rights (ODIHR), “Model Quality Standards for Hate Crime Victim Support,” OSCE (OSCE Office for Democratic Institutions and Human Rights (ODIHR), 2021), <https://www.osce.org/odhr/485273>.
- 196 Community and Stakeholder Engagement, Completed by PwC, June 2022.
- 197 National Council of Nonprofits, “Why Diversity, Equity, and Inclusion Matter for Nonprofits,” National Council of Nonprofits, June 2022, <https://www.councilofnonprofits.org/tools-resources/why-diversity-equity-and-inclusion-matter-nonprofits>.
- 198 Laura Sherbin, Melinda Marshall, and Sylvia Ann Hewlett, “How Diversity Can Drive Innovation,” Harvard Business Review, August 1, 2013, <https://hbr.org/2013/12/how-diversity-can-drive-innovation>.
- 199 Katherine W Phillips, “Better Decisions through Diversity,” Kellogg Insight, May 10, 2019, [https://insight.kellogg.northwestern.edu/article/better\\_decisions\\_through\\_diversity](https://insight.kellogg.northwestern.edu/article/better_decisions_through_diversity).
- 200 San Diego Foundation, “Importance of Diversity, Equity & Inclusion (DEI) in the Nonprofit Sector,” SD Foundation, 2021, <https://www.sdfoundation.org/news-events/dei-in-the-nonprofit-sector/>.
- 201 Community and Stakeholder Engagement, Completed by PwC, June 2022.

- 202 Community and Stakeholder Engagement, Completed by PwC, June 2022.
- 203 Community and Stakeholder Engagement, Completed by PwC, June 2022.
- 204 OSCE Office for Democratic Institutions and Human Rights (ODIHR), "Model Quality Standards for Hate Crime Victim Support," OSCE, 2021, <https://www.osce.org/odihr/485273>.
- 205 Community and Stakeholder Engagement, Completed by PwC, June 2022.
- 206 OSCE ODIHR Tolerance and Non-Discrimination Department (TND), "Hate Crime Victims in the Criminal Justice System : A Practical Guide," OSCE, April 9, 2020, <http://hdl.handle.net/20.500.12389/22599>.
- 207 OSCE Office for Democratic Institutions and Human Rights (ODIHR), "Sensitive and Respectful Treatment of Hate Crime Victims: Training Course for Criminal Justice Professionals," OSCE, 2020, <https://www.osce.org/odihr/512437>.
- 208 OSCE Office for Democratic Institutions and Human Rights (ODIHR), "Hate Crime Victim Support: Policy Brief," OSCE (Organization for Security and Co-operation in Europe, 2022), <https://www.osce.org/odihr/516375>.
- 209 OSCE Office for Democratic Institutions and Human Rights (ODIHR), "Sensitive and Respectful Treatment of Hate Crime Victims: Training Course for Criminal Justice Professionals," OSCE, 2020, <https://www.osce.org/odihr/512437>.
- 210 OSCE Office for Democratic Institutions and Human Rights (ODIHR), "Hate Crime Data Collection and Monitoring: A Practical Guide," OSCE, 2014, <https://www.osce.org/odihr/datacollectionguide>.
- 211 Simon Wiesenthal Center, "Understand Simon Wiesenthal Center's Mission," Wiesenthal, 2021, <https://www.wiesenthal.com/about/about-the-simon-wiesenthal-center/>.
- 212 Community and Stakeholder Engagement, Completed by PwC, June 2022.
- 213 Community and Stakeholder Engagement, Completed by PwC, June 2022.
- 214 Community and Stakeholder Engagement, Completed by PwC, June 2022.
- 215 The Ontario Association of Chiefs of Police, "Hate/Bias A Review of Policies, Practices, & Challenges," OACP, 2020, <https://www.oacp.ca/en/current-issues/hate-crime.aspx>.
- 216 Department of Justice, "An Exploration of the Needs of Victims of Hate Crimes - 4. Services in the Jurisdictions," Government of Canada, December 14, 2021, [https://www.justice.gc.ca/eng/rp-pr/cj-jp/victim/rr07\\_vic1/p4.html](https://www.justice.gc.ca/eng/rp-pr/cj-jp/victim/rr07_vic1/p4.html).
- 217 Department of Justice, "An Exploration of the Needs of Victims of Hate Crimes - 4. Services in the Jurisdictions," Government of Canada, December 14, 2021, [https://www.justice.gc.ca/eng/rp-pr/cj-jp/victim/rr07\\_vic1/p4.html](https://www.justice.gc.ca/eng/rp-pr/cj-jp/victim/rr07_vic1/p4.html).
- 218 Canadian Police Knowledge Network, "Hate and Bias Crime Investigation," Canadian Police Knowledge Network, 2020, <https://www.cpkn.ca/en/course/hate-and-bias-crime-investigation/>.
- 219 Hate Crimes Community Working Group, "Addressing Hate Crime in Ontario : Final Report of the Hate Crimes Community Working Group to the Attorney General and the Minister of Community Safety and Correctional Services. Strategy, Recommendations, Priorities for Action.," Department of Justice (Ministry of the Attorney General and the Ministry of Community Safety and Correctional Services, 2006), [https://www.attorneygeneral.jus.gov.on.ca/english/about/pubs/hatecrimes/HCCWG\\_full.pdf](https://www.attorneygeneral.jus.gov.on.ca/english/about/pubs/hatecrimes/HCCWG_full.pdf).
- 220 OSCE Office for Democratic Institutions and Human Rights (ODIHR), "Quality Specialist Support Services for Hate Crime Victims: Training Course," OSCE, 2022, <https://www.osce.org/odihr/515240>.
- 221 OSCE Office for Democratic Institutions and Human Rights (ODIHR), "Model Quality Standards for Hate Crime Victim Support," OSCE (OSCE, 2021), <https://www.osce.org/odihr/485273>.
- 222 Community and Stakeholder Engagement, Completed by PwC, June 2022.
- 223 Community and Stakeholder Engagement, Completed by PwC, June 2022.
- 224 Employment and Social Development, "Employment Insurance Benefits," Government of Canada, June 16, 2022, <https://www.canada.ca/en/services/benefits/ei.html>.
- 225 Cowan Insurance Group, "Mandatory Employee Benefits," Asinta, February 3, 2022, <https://www.asinta.com/countries/employee-benefits-in-canada/>.
- 226 Community and Stakeholder Engagement, Completed by PwC, June 2022.
- 227 Community and Stakeholder Engagement, Completed by PwC, June 2022.
- 228 Bundesministerium für Familie, Senioren, Frauen und Jugend. "Abschlussbericht Bundesprogramm Demokratie Leben! - Erste Förderperiode (2015 Bis 2019)." Demokratie Leben!, 2020. [https://www.demokratie-leben.de/fileadmin/Demokratie-Leben/Downloads\\_Dokumente/Abschlussbericht\\_Erste\\_Foerderperiode\\_2015\\_-\\_2019/Abschlussbericht\\_Demokratie\\_leben\\_2015\\_-\\_2019.pdf](https://www.demokratie-leben.de/fileadmin/Demokratie-Leben/Downloads_Dokumente/Abschlussbericht_Erste_Foerderperiode_2015_-_2019/Abschlussbericht_Demokratie_leben_2015_-_2019.pdf).
- 229 Bundesministerium für Familie, Senioren, Frauen und Jugend, "Programme," Bundesprogramm Demokratie leben!, 2022, <https://www.demokratie-leben.de/en/programme>.
- 230 Community and Stakeholder Engagement, Completed by PwC, June 2022.
- 231 Department of Justice, "Project Funding," Government of Canada, August 23, 2021, <https://www.justice.gc.ca/eng/fund-fina/cj-jp/fund-fond/proj.html>

- 232 Statistics Canada, "General Social Survey: An Overview, 2019," Statistics Canada: Canada's national statistical agency / Statistique Canada : Organisme statistique nationale du Canada (Government of Canada, Statistics Canada, February 20, 2019), <https://www150.statcan.gc.ca/n1/pub/89f0115x/89f0115x2019001-eng.htm>.
- 233 Canadian Resource Centre for Victims of Crime, "Financial Assistance," CRCVC, February 27, 2022, [https://crcvc.ca/general\\_resources/financial-assistance/](https://crcvc.ca/general_resources/financial-assistance/).
- 234 Department of Justice, "Project Funding," Government of Canada, August 23, 2021, <https://www.justice.gc.ca/eng/fund-fina/cj-jp/fund-fond/proj.html>.
- 235 Department of Justice, "Project Funding," Government of Canada, August 23, 2021, <https://www.justice.gc.ca/eng/fund-fina/cj-jp/fund-fond/proj.html>.
- 236 Office for Victims of Crime, "Antiterrorism and Emergency Assistance Program: OVC," United States Government, Department of Justice, 2022, <https://ovc.ojp.gov/program/antiterrorism-and-emergency-assistance-program-aeap/overview>.
- 237 Reuters Staff, "U.S. Gives Florida Nightclub Shooting Victims Nearly \$8.5 Million," Reuters (Thomson Reuters, March 14, 2017), <https://www.reuters.com/article/us-orlando-shooting-victims-idUSKBN16L1SI>.
- 238 Office of Justice Programs, "Justice Department Awards More than \$600,000 to Support Victims of Mass Violence," U.S. Department of Justice, 2018, <https://content.govdelivery.com/accounts/USDOJOJP/bulletins/2132441>.
- 239 Office for Victims of Crime, "Antiterrorism and Emergency Assistance Program: OVC," United States Government, Department of Justice, 2022, <https://ovc.ojp.gov/program/antiterrorism-and-emergency-assistance-program-aeap/overview>.
- 240 Office for Victims of Crime, "Antiterrorism and Emergency Assistance Program: OVC," United States Government, Department of Justice, 2022, <https://ovc.ojp.gov/program/antiterrorism-and-emergency-assistance-program-aeap/overview>.
- 241 Frank Straub et al., "Rescue, Response, and Resilience - Cops Office," Community Oriented Policing Services (U.S. Department of Justice, 2017), <https://cops.usdoj.gov/RIC/Publications/cops-w0857-pub.pdf>.
- 242 Global Terrorism Database, "Canada," GTD Search Results, 2020, [https://www.start.umd.edu/gtd/search/Results.aspx?expanded=no&casualties\\_type=b&casualties\\_max=&start\\_yearonly=2017&end\\_yearonly=2020&dtp2=all&success=yes&country=38&ob=GTDID&od=desc&page=1&count=100#results-table](https://www.start.umd.edu/gtd/search/Results.aspx?expanded=no&casualties_type=b&casualties_max=&start_yearonly=2017&end_yearonly=2020&dtp2=all&success=yes&country=38&ob=GTDID&od=desc&page=1&count=100#results-table).
- 243 International Centre for the Prevention of Crime, "Étude Sur La Prévention De La Violence Dans Les Institutions Publiques," CIPC-ICPC, February 2015, [https://cipc-icpc.org/wp-content/uploads/2019/08/EN\\_Rapport\\_Radicalisation\\_Final\\_Aout2017.pdf](https://cipc-icpc.org/wp-content/uploads/2019/08/EN_Rapport_Radicalisation_Final_Aout2017.pdf).
- 244 Ministry of Justice and Public Administration, "Enhancing Stakeholder Awareness and Resources for Hate Crime Victim Support (EStAR)," mpu.gov.hr (Republic of Croatia, 2020), <https://mpu.gov.hr/highlights/projects/eu-funding-programmes/enhancing-stakeholder-awareness-and-resources-for-hate-crime-victim-support-estar/25450>.
- 245 Community and Stakeholder Engagement, Completed by PwC, June 2022.
- 246 National Center for Victims of Crime, "Financials," Victims of Crime, 2022, <https://victimsofcrime.org/about/>.