



CITY OF

PORTLAND, OREGON

OFFICE OF NEIGHBORHOOD INVOLVEMENT

CHLOE EUDALY, COMMISSIONER

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Promoting a culture of civic engagement

REPORT TO COUNCIL

DATE: April 20, 2018
TO: City Council
FROM: Suk Rhee, Director
SUBJECT: Accept Report from Portland United Against Hate on the Hate Incident Reporting Pilot Project.

I am pleased to submit for your consideration the findings of the Hate Incident Reporting Pilot Project from Portland United Against Hate (PUAH). After the 2016 national election, many community members reported increased incidents of intimidation and hate violence. PUAH emerged as a community-initiated partnership of Community Based Organizations, Neighborhood Associations, concerned Portlanders, and the City whose mission was, in part, to develop a rapid response system for tracking and addressing hate-based incidents.

This report details the findings of the community focus groups, convened by PUAH, and previews the plan for establishing a Hate Incident Reporting System. These initial findings contribute to the current work of the Coalition.

Please see the report attached.

PORTLAND UNITED AGAINST HATE
Hate Crime and Incident Reporting Procedures
Project Report

Fall 2017

Acknowledgements

This project could not have been created or conducted without the help of:

Portland United Against Hate

Coalition of Communities of Color

Resolutions Northwest

Latino Network

Urban League

Unite Oregon

IRCO Asian Family Center

IRCO Africa House

Q Center

Office of Neighborhood Involvement, City of Portland

Northwest CART+Captioning



This project report was compiled by Jaboa Lake MS, Research Consultant, in collaboration with Portland United Against Hate for the hate crime and incident documentation guideline community focus group project.

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EXECUTIVE SUMMARY

Background

Portland United Against Hate (PUAH) is a community initiated partnership of Community Based Organizations, Neighborhood Associations, concerned communities, and the City of Portland, Oregon. The current project, headed by PUAH, aims to include the voices of people from diverse groups who disproportionately experience hate in order to better inform guidelines and practices in the reporting procedures of hate incidents and crimes.

Seven focus groups were held throughout Portland, with 74 attendees across groups during September 2017. Conversations held during the focus group sessions included topics such as: what hate is and what it looks like, experiences reporting hate crimes and incidents, and what a successful hate crime and incident reporting process would look like. Attendees had a chance to review the first draft of the Hate Incident Report Form¹, which was designed by the PUAH coalition early in 2017.

Findings

Hate is a feeling or emotion, a behavior, learned or taught, ignorance about other groups.

Hate looks like hateful speech and symbols, threats, physical attacks, stereotyping and profiling, and unequal access to resources and opportunities. Hate is systemic, and can manifest within groups and communities.

Support is sought from family, community groups, religious leaders, and spiritual healers. However, many are unaware of what resources and supports are available, or do not have access to them.

Hate may be prevented by recognizing what it looks like and how it manifests, education and learning about other groups and histories, and through intervention from bystanders when hate is occurring.

Hate often goes unreported because of the feelings that attention is not given to incidents or these incidents are not taken seriously, the issue is often left unresolved, people in positions of authority may be the perpetrators, and reporting the incident may cause further harm.

¹ See Appendix B for full Hate Incident Report Form

Conclusions

Three main themes emerged to describe what a good hate crime and incident reporting process would look like:

1. That the reporting process be person-centered and honor the narrative of the person who had experienced hate to aid in the healing process.
2. That the reporting process not be re-traumatizing or cause more harm.
3. That the reporting process is action-oriented.

Who To Report To

Many expressed that they would be most comfortable and feel most safe reporting hate crimes and incidents to community-facing organization. Some expressed that they would like to be able to report to law enforcement, however, lack of trust and trauma-informed training lead many to not feel comfortable doing so in the near future.

Where To Report

Having multiple avenues to report hate crimes and incidents would help more people to be able to engage with the reporting process. Suggested avenues included community-facing organization locations, online, over the phone, and through a mobile app or webpage.

How To Report

Providing various ways to report hate crimes and incidents would also allow for more people to be able to utilize the reporting process. Suggested ways to be able to report included in person with an advocate, written through printed forms, and over the phone. The need for translated materials was emphasized.

Sharing Form Data

Many expressed that they felt that it was important to collect information about occurrences of hate in order to better document and report the types of incidents that occur, what the incidents look like, and who is experiencing hate. However, people were concerned with their anonymity if report forms were to be shared with city or other government organizations, and would like autonomy around deciding how much identifying information would be included in reports.

Recommendations for the Hate Incident Report Form

- Add a cover page with transparency clearly stated
- Add an ending page with resources
- Further discussion and consideration of term use (i.e. "victim")
- Include more text box options to better capture incident details
- Expand motive-identifying categories
- Include items on the incident's impact on the person who experienced hate
- Remove redundant items
- Translate form into multiple languages
- Allow for person completing the form to choose how much identifying information they would like to include
- Include person reporting in filling out of the "admin only" section

PORTLAND UNITED AGAINST HATE
FOCUS GROUP PROJECT TIMELINE

August 2017

Connect research consultant with community partners (ONI sub-grantees)
Set dates/locations/recruitment for focus groups
Develop script/topic guide/protocol

1 September 2017

Facilitator training session
Friday, 1 September 2017, 2-4pm
AFC Community Room
8040 NE Sandy Blvd, Portland, OR 97213

Until 15 September 2017

Focus group sessions held

29 September 2017

Progress report to PUAH coalition
Discussion/feedback

By 20 October 2017

Email draft memo to PUAH coalition for feedback

27 October 2017

PUAH all-member meeting discussion/feedback and sign off

By 6 November 2017

Final edits of memo
Submission of final memo to the Coalition of Communities of Color

PROJECT GOALS, ROLES, AND RESPONSIBILITIES

Project Goal

To include the voices of people from diverse groups who disproportionately experience hate to better inform guidelines and practices in the reporting procedures of hate incidents and crimes.

Roles and Responsibilities

Research Consultant

- Design and plan focus groups in collaboration with sub-grantees
- Develop script from PUAH workgroup questions
- Identify and schedule transcription services
- Facilitate training workshop meeting
- Collect focus group transcripts, analyze data, produce memo of recommendations for best practices

Community Partner Sub-Grantees

- Meet with focus group consultant in preparation for sessions
- Attend training workshop (9/1/17)
- Recruit, host, and moderate focus group session
- Provide feedback on final project report

Coalition of Communities of Color

- Create and facilitate MOUs for sub-grantees and research consultant
- Provide support for sub-grantees in receiving reimbursements and stipends from grant

Office of Neighborhood Involvement

- Pay for and provide support around transcription and translation services

STUDY DESCRIPTION & METHOD

BACKGROUND

Portland United Against Hate Joint Statement

Portland United Against Hate is a community initiated partnership of Community Based Organizations, Neighborhood Associations, concerned communities and the City. Together, we are building a rapid response system that combines reporting and tracking of hateful acts and providing the support and protection our communities need in this uncertain era. We seek to combine our resources, assets and relationships to create an inclusive city that protects, embraces, and celebrates its diverse communities.

We hear the outcry of our communities. In recent months, many community organizations report increasing incidents of hate crimes and intimidation, including bullying and violence stemming from racism, xenophobia, religious bigotry, islamophobia, ableism, homophobia, transphobia, stigma, and misogyny. This affects every area of our lives, including our workplaces, schools, places of worship, healthcare facilities, the marketplace, and more. We reject this hateful behavior.

We are tackling this toxic environment head on. Our partnership is bound by these common values: we oppose a registry of people based on their faith, culture, ethnicity, and documentation status. We know Black Lives Matter. We will continue advocating reform of our police department and building trust between police and communities of color so everybody feels safe in our neighborhoods. We support Portland's evolution as an Inclusive City, regardless of the threats made by the Trump administration.

We have come together. This community initiated partnership is combining forces with the Office of Neighborhood Involvement (ONI), whose charge is to connect and support all Portlanders to work collaboratively with government to build inclusive, safe, and livable neighborhoods and communities. Community organizations look to ONI to collaborate in creating a robust response to the negative forces that undermine our city and community.

Our bold and intentional collaborative efforts are designed to protect communities from hate and proactively, create a strong base of support, provide the tools and resources to combat oppression, prosper economically and thrive collectively.

Everyone and every community deserves a safe, prosperous, and peaceful life, a life free from hate and harassment. We recognize and honor our collective resilience and

our right to nurture our communities from a place of compassion, security, and belonging.

“With divisiveness and hatred becoming the norm at the national level, and here on the Best Coast, we must find ways to support our neighbors. I sincerely appreciate this statement of community values, being generated by the people, for the people. We believe in dignity and respect for all. That is the Portland way.” Commissioner Amanda Fritz

We invite you to join us. Need help? Please reach out to the organizations below. Someone there will listen to what happened, and help you find a solution. Want to be involved? YOU can volunteer, lend your financial support, get trained on how to combat hate, and come together for community events. YOU can speak up when you hear or see hateful, harassing or intimidating acts. YOU can be part of creating a truly welcoming community. Together, we can all unite against hate.

More information about PUAH and its member organizations can be found at www.portlandoregon.gov/oni/72583

CURRENT PROJECT

As part of a grant awarded to the Coalition of Communities of Color by the Office of Neighborhood Involvement through the City of Portland, Oregon, this project aimed to gather community insight and feedback on hate crime and incident reporting procedures. The information gained from this project will help inform best practices in developing hate crime and incident reporting materials and procedures.

Many current hate crime reporting are not local based, or are government based², though many community members expressed that they would be more comfortable reporting to culturally-specific community-facing organizations. The specific efforts from this project aim to advise a community-inform and consulted reporting and documentation process.

² Oregon Department of Justice Hate Crime Form: www.justice.oregon.gov/CrimeReporting/HateCrime
ProPublica Documenting Hate Form: www.projects.propublica.org/graphics/hatecrimes-form

METHOD

Design

Seven focus group sessions were conducted, lasting between 1.5 and 3 hours each.

Dates and Location

Focus group sessions were conducted between 5-15 September 2017. All focus groups were held in Portland, Oregon in conference-style rooms at various community organization sites. During each session food and childcare were provided. Childcare was provided in rooms apart from the sessions, though non-participating children were at times present in the session with their parents/caretakers.

Personnel

Portland United Against Hate: Member Organizations
Office of Neighborhood Involvement, City of Portland, Oregon
Partner organization leads

- Coalition of Communities of Color
- Latino Network
- Unite Oregon
- Urban League
- Q Center
- IRCO Africa House
- IRCO Asian Family Center
- Resolutions Northwest

Focus group participants

Research consultant

Language translators

Live transcribers

Procedures

The focus group script³ was semi-structured, with overarching topics indicated, and room for flexibility and adaptability for each focus group session. The script was designed to last 2.5 hours, however, some sessions were as short as 1.5 hours, while others were as long as 3 hours.

Topic areas covered in focus group script:

- Background: What is hate?
- Occurrence of Hate Incidents and Reporting

³ See Appendix A for full script

- Sources of Support and Prevention
- Review and Discussion of Hate Incident Report Survey
- Reporting Procedures and Survey Data Use
- Closing: Additional Statements

Six of the seven sessions were audio recorded. Six of the seven sessions had live transcribers present. One session was audio recorded and later translated and transcribed. All final transcripts were de-identified to protect the identities of people participating in the focus group, and the people that were discussed during the session.

Four of the seven session had translators present. In three of the seven sessions, translators were also participants in the session conversations.

Recruitment

Recruitment was directed at reaching people who identify with groups who disproportionately experience and are targeted by hate. Participant recruitment was lead by partner organization leads in various ways, such as:

- Reaching out to community organization members
- In-person word of mouth
- Phone call
- Email listservs
- Snowball

Participant Compensation

People were compensated \$30 cash or gift card for their participation in the focus group sessions. Food, drink, and childcare were provided free of charge during the sessions.

Participant Demographics⁴

Seventy-four people total participated in 7 focus group sessions. Others may have been present in the room, but were not participating in the conversations.

Demographic data was collected on paper, prior to the start of the focus group sessions. Translators assisted in the completion of the demographic form where needed. Demographic sheets were collected anonymously and are not connected to individual participants in each of the focus group sessions.

⁴ See Appendix C for detailed participant demographics

AGE

The age of participants ranged from 13 to 66 years, with good representation across ages.

GENDER

About half (53%) of participants identified as women, and just over a third (37%) identified as men. Though representation was low, people who identified as Transgender (2.7%), Two-Spirited (1.4%), and Genderqueer (4.1%) also participated in the focus group sessions.

SEXUAL ORIENTATION

Almost half of all participants did not indicate their sexual orientation. Of those who did indicate their sexual orientation, about two-thirds identified as straight or heterosexual. 5% of participants identified with more than than one sexual orientation.

RACE & ETHNICITY

Diverse racial and ethnic groups were represented in the focus group participants. Two (2.7%) participants identified as more than one race or ethnicity.

LANGUAGE

Twenty-four different languages were listed as languages that are spoken at home, with 57% of participants indicating that they spoke English at home. Twenty-seven different languages were listed as language that participants were fluent in, with 66% of participants indicating that they were fluent in English. Just over half of participants indicated that they were fluent in one language, one third as fluent in two languages, and about one tenth as fluent in three or more languages.

DISABILITY

Nine (12%) of participants indicated that they had a mental or physical disability.

HOUSING STATUS

Just over half of participants indicated that they rent, while one-quarter indicated that they were homeowners. Other housing statuses indicated were transitional housing, houseless or homeless, or residing in adult care facilities.

EDUCATION

One fifth (20%) of participants indicated that they had less than a highschool degree. One eighth (12.2%) indicated high school degree as their highest level of education. One quarter (25.7%) indicated that they attended some college, while another quarter (25.7%) indicated that held a college degree. 11% indicated that they held and advanced or professional degree.

TOWN OR CITY

Three quarters (76%) of participants live within Portland city limits. Other cities and towns of residences listed were Beaverton, Cedar Mill, Gresham, Fairview, Happy Valley, Lake Oswego, Oregon City, Salem, and Tigard.

Benefits of focus group sessions

Many people present in the focus group sessions felt a sense of healing from joining the conversation and sharing their experiences. Some expressed feeling validated, and emphasized the importance of spaces to share were discussed. After a number of the sessions, participants looked to the hosting community organization for opportunities to continue these conversations and to build community together through shared experience.

FINDINGS

WHAT IS HATE?



Hate is defined as an “**extreme dislike or disgust**”⁵. Though definitions exist, conceptualizations of what hate is and how it manifests in the lives of people may vary. To best understand the ways to approach hate that is community-informed, it is best to understand how the community defines and identifies instances of hate. From the focus group sessions, common themes were identified in both the description of what hate is and the ways that it shows up in the lives of people who identify with groups who disproportionately experience hate.

⁵ www.merriam-webster.com/dictionary/hate

WHAT IS HATE?

Hate as a behavior

Hateful behaviors can show up as verbal assaults, physical attacks, or discriminatory efforts.

“Attacking someone based on their physical appearance whether that be the color of their skin or their gender presentation or whatever”

Hate as a feeling or emotion

Hate was described as a feeling or emotion. Some of the emotions listed were fear, extreme dislike, anger, pride, disdain, and hostility.

Hate as learned and taught

Many identified hate as something that is learned and taught.

“Hatred is more inherited...because everyone trusts their father's or their mother's opinion and what they say is right.”

Hate as ignorance

Along with hate as learned or taught, people identified hate as the lack or absence of knowledge about other groups or people.

“Hatred to me is ignorance. I mean, we have to look for the root why people hate. One of the roots is not having awareness about your society or surroundings”

WHAT HATE LOOKS LIKE

Hate speech and symbols

Many examples of experiences with hate that were shared in the focus group sessions described events where slurs and symbols were used to direct hate at an individual or group of people.

Threats

Direct threats were described as a way that people experience hate. These threats were described as single occurrences by strangers, and were also exemplified by multiple, ongoing threats to a person from a classmate or employer.

Physical attacks

At times paired with hate speech, and at times occurring after direct threats, physical attacks were also described as manifestations of hate that people have experienced.

Stereotyping and profiling

Stereotyping and profiling were also ways that people identified as hate manifesting into practice. In examples of experiences with targeted stereotyping and hate, these were also paired with and precursors to threats, verbal and physical assaults, and discriminatory practices, both interpersonally and systemically.

Unequal access to resources and opportunities

Hate was also described by having unequal access to resources and life opportunities.

“I tried to go to the female shelter almost two years ago now, and I didn’t even get to the door before the women outside - every single one of them were saying, they don’t take your kind here.” - on being a houseless transgender woman looking for shelter

“They won’t get a job because if they have a Black name.”

Intragroup

Though hate often comes from people outside of the groups that are being targeted, hate was also recognized as occurring within groups who disproportionately experience hate themselves.

“The hate is not from the other community to other community, but within community itself. There’s internal hate going on. We’re not always united. We come from different towns or different regions, or we come from different parties.”

Systemic

Hate was recognized as something that is systemic and embedded in institutions, and not just experienced interpersonally.

“Formulating exclusive policies can be a form of hate”

“The history with the federal government and how we all experience systematic oppression, racism, the effects of alcohol, suicide, which all affect -- they’re all symptoms of hate.”

SOURCES OF SUPPORT

During and after people experience hate, support and resources are sought after in various ways. People look to family, friends, religious leaders, spiritual healers, and community groups, both in person and online. Youth tend to look towards resources provided at schools, along with these other sources. However, there are barriers to accessing support services and resources.

Being unaware of what's available

Often, people expressed that even though they would like to seek support and resources after experiencing hate, they are unaware of what's available.

“At that point I did not know if there were any resources available. What do I do now?”

“How is a person going to know? For example, I'm here at this meeting and I know that this is going to be happening, but for example other people how are they going to know? How will you let them know?”

Not having access to resources

When available resources are known, that are barriers to accessing these. For example, community organization service hours and transportation to groups and organizations is not always accessible to people who may work long hours or have to travel from further areas in Portland and from surrounding towns.

“Walking to an agency, but when it's 8 to 5 and closed or busy and not a designated person to deal directly with this...”

PREVENTING HATE

Three main themes emerged as suggestion for preventing hate: recognizing hate and its forms, education, and intervention from bystanders.

Recognizing hate

Though people experience hate, they expressed that they are often unaware of what they experienced would be considered a hate crime, and whether the incident is one that they are able to report at all. From this uncertainty, some do not pursue a reporting process as they do not know if what occurred will be recognized or validated as a hate crime or incident. A suggested way to prevent hate is to better inform people what hate looks like so that they they are able to identify it, report when it happens, and seek action after experiencing hate.

Education

From the definitions of hate that were given, many explained hate as something that is taught or learned, or that hate came from ignorance. Education about different groups of people, cultures, and practices was a prominent theme in suggestions to preventing hate. By making others aware of the lives of people they may not know much about, they may feel less hateful towards these groups and people, and thus be less likely to commit a hate crime or target a person in a hateful way.

“There needs to be a place to educate people so they can accept people”

“When people are educated, people will stop [perpetrating hate].”

Bystanders

Mentioned was the important role of bystanders during instances of hate, and the role that they play in potentially interrupting and preventing hate. It was expressed that, through bystander intervention, people who experience hate would feel more safe and supported, and hateful acts could be prevented.

“On an individual basis, we need to encourage each other to be present, fully present, when we’re out in public...A lot of things could be prevented if people take notice of their surroundings.”

REPORTING

Overall, most incidents with hate go unreported. This has been documented across the nation by the Department of Justice⁶, and is further verified through the focus group sessions from this study. People listed many reasons why they do not report hate crimes and incidents. At the core of many of these reasons is lack of trust in authority and government and law-enforcement based reporting systems. This lack of trust prevents people from feeling safe in approaching a reporting process, or going forward with a process that has been initiated.

Lack of attention

When attempting to report experiences with hate, people are often not taken seriously and attention is not directed towards them, the event, or their needs in order to heal. Being ignored as a person in general, and as a person who has experienced trauma, has deterred people from initiating engagement with or further engaging with existing reporting processes.

“For me, I have never reported anything because I feel like if these people who are getting shot for no reason, they’re not getting justice, how am I going to get justice? How are my problems going to be dealt with?”

“If you see that your own teacher brushes it under the rug, what makes you feel comfortable enough to go up to them and tell them what happened?”

Left unresolved

Even if attention is directed at the issue or event, many times people who have experienced hate do not feel that the issue was resolved. This prevents the person who has experienced hate from gaining a sense of closure or healing from potentially traumatic experiences, and leads to less trust that reporting will lead to healing.

“When you report things they say, we’ll take care of it and nothing ends up happening.”

“Nobody has ever called me back just to tell me, like, what happened or if they followed up or anything.”

⁶ See the US Department of Justice Hate Crime Victimization Report: www.bjs.gov/content/pub/pdf/hcv0415.pdf

Authority as perpetrators

At times, people in positions of authority, such as teachers, law enforcement officers, or employers, are the people who perpetuate hate. In these cases, it makes it difficult for someone to feel comfortable or safe reporting the incident. Additionally, when hate is perpetrated by someone in a position of authority or with relative power, it is unclear who or where one should report to.

Further negative effects

Reporting a traumatic event can be re-traumatizing or lead to further negative effects, such as breach in confidentiality or potentially exposing people to harm or punishment as a direct result of entering a reporting process. Negative effects are especially anticipated from reporting processes lead by law enforcement and other government based institutions.

“I did not want to go to the police because I did not know what could happen in my daughter.”

“They would probable cause more trouble than what I was already in or cause more harm than what I was in.”

“You don’t want to have the same experience and feel like you are victimized twice.”

REPORTING PROCESS

Three main themes emerged to describe what a good hate crime and incident reporting process would look like:

4. That the reporting process be person-centered and honor the narrative of the person who had experienced hate to aid in the healing process.
5. That the reporting process not be re-traumatizing or cause more harm.
6. That the reporting process is action-oriented.

Who to report to

Community-facing organizations

People are more trusting of community-facing organizations, especially of those who service specific communities and are inclusive of community members from underserved groups. These organizations often have employees and members who could assist in the reporting process who can help community members translate materials and better understand the reporting process. Along with knowledge of the process, community-facing organizations often have historical and current knowledge of the lived experiences of underserved groups, the current political climates relevant to those groups, and experience working with the exact community members. Though there was a large preference expressed in reporting to trusted community organizations, people also expressed that they would feel most comfortable reporting to advocates who have been trained to navigate assisting people who have experienced traumatic events.

Law enforcement

Some expressed that they would report experiences with hate to law enforcement officers if trust was gained. However, people do not currently feel that they are trusting enough of law enforcement to feel comfortable or safe reporting to law enforcement, and that relationships would need to be built between the community and law enforcement to build trust and understanding.

Where to report

Multiple needs and barriers were discussed in accessing reporting procedures, both in person and digitally. Paired with feeling most safe reporting to advocates working for community-facing organizations, people expressed that they currently look to these organizations for support, and feel safe in the physical locations of these organizations. Barriers to physically going to these centers, however, was also mentioned. Other methods of reporting, such as online, over the phone, and through mobile apps and webpages were also suggested. By having multiple points of accessibility of the reporting process, more people would be able to engage with these processes.

Additionally, methods that do not require a person to enter a physical location may also lead people who have experienced hate to feel more safe and anonymous in the processes, if they choose to remain anonymous.

How to report

Because of the various needs of people in the community, multiple methods of how to report were suggested. These suggestions included on paper reporting forms, reporting over the phone with a person or through a hotline, and reporting with a trained community advocate who could help navigate the reporting process.

Hate Incident Report Form Feedback⁷

Overall, people had positive feelings towards the Hate Incident Report Form that was drafted by PUAH. However, there were concerns with the purpose of the form, who would have access to the form, accessibility of filling out the form, and whether the form gives space to accurately capture the narrative of the person reporting.

Cover page

Concern around the purpose and use of the information included in the form was forefront during the focus group sessions. Clarity and transparency around form's purpose, use, and where the information would go is needed in order for people to feel comfortable sharing very personal and potentially traumatic experiences. It was suggested by many that a cover page be included with the form with this information so people looking to report hate crime and incidents are aware of what to expect before starting the reporting process.

Ending page

Healing was a key point that was mentioned from what they would like from a reporting process. Often, people do not know what resources are available after experiencing hate in order to pursue a healing process. An ending page was suggested that would provide a list of resources for people to learn how to take further action, such as with lawyers or through law enforcement, and to engage with healing processes, such as therapy, medical attention, and support groups. Culturally and community specific resources were suggested to be included in an ending page, as these group membership are often connected to the motivations behind the hate incident that was experienced.

⁷ See Appendix B for full Hate Incident Report Form

Length of form

Some thought that the form may be long, but also appreciated how comprehensive and inclusive it was. Overall, filling out the form may be fatiguing and some may need assistance in its completion.

Language used in form

The language used in the form was overall accessible, though youth had trouble with a few of the words, such as “complainant.” They commented that this term seemed to be dismissive of the person filling out the form as labeling them as a “complainer.”

Additionally, some felt uncomfortable with the label of “victim” used throughout the form. Replacement terms such as “target,” “survivor,” and “person who experienced the hateful incident” were suggested. However, though some felt uncomfortable with “victim,” they explained that they are not sure what a good replacement would be, as many terms used in similar ways are loaded, and that there may be individual preferences in the use of various terms.

Many people emphasized the need for the form to be translated to many languages, so that language is not a barrier to reporting experiences with hate, as it is often a barrier to other sought after resources.

Anonymity

Many expressed concerns with anonymity if they chose to report a hate crime or incident with this form. Some suggested making it optional to include personal information in the form. A benefit of including personal information would be so that the person making the report could receive a follow-up from the organization or institution that they reported to. However, some expressed that they would prefer to report experiences with hate with full anonymity, and wanted to be sure that they could not be identified in the report.

Suggested changes to Hate Incident Report Form

Below are the suggested changes to the Hate Incident Report Form, indicated by section and supplemented by comments that were expressed during the focus group sessions.

SECTION	COMMENT	SUGGESTION
The complainant was a ...*	Term "complainant" - do not know definition and sounds victim blaming	Use more accessible language
Setting of the incident*	Drop down options	Include text box after item so person could expand on the selection (not just on "other")
The incident appears to have been motivated by bias/hate related to _____.*	People often discriminated against in public for speaking a language that is not English	Add "language"
The incident appears to have been motivated by bias/hate related to _____.*	Feeling targeted because of xenophobia	Add "nationality"
"The incident appears to have been motivated by bias/hate related to _____.**"	No place for person filling out the form to indicate their specific identities that may have been targeted	Include demographic questions, and open text to expand on drop down menu choice
Has the incident been reported to the police or any other government agency?*	Asks who, but not when.	Add box to also specify when it was reported to a different agency
Date and time of incident / Month the incident happened*/Year the incident happened* / If known, please indicate the exact date the incident occurred or was witnessed	Redundant questions about date and time	Limit asking date and time to only once
Nature of the incident	Need more emphasis on event's effect on target	Include open text box and/or drop down menu that asks how the incident affected target

Nature of the incident	More information about the person or people who committed the hateful act	Add how many people were involved in the incident - was the perpetrator a single person or a group of people?
Which of these most closely describes the incident?	This is under the "Admin only" section	Have person who experienced the incident make selection from drop down menu with whoever is assisting them - not just admin only

Sharing The Hate Incident Report Form Data

If identifying information was included in the form, people expressed that they would feel most comfortable with community organizations holding that information. If the form was to be passed to other organizations or institutions, forms would need to be de-identified to protect the person reporting the event.

Overall, people said they were comfortable with reports being shared with the City of Portland, if and only if they were de-identified and the person who completed the form was in no way connected to the form. Confidentiality was the biggest concern. Many expressed enthusiasm with the idea of a central entity receiving the reports. They voiced hope that in collecting reports, more attention would be directed at the impact of hate on the lives of many people and communities, and that action would be taken systemically to prevent and combat these and similar events from further occurring.

REPORTING OUTCOMES

Action-oriented

The most important outcome that many expressed of a hate crime and incident reporting process would be for action to be taken. As previously exemplified, many do not engage with reporting processes because of the belief that action will not be further taken.

“I just don't feel like - this just feels like, hey, report something, but it doesn't feel like it would do anything.”

“The ideal outcome would be to get an answer for me, like if the police called me and said here is what we found out. Here is what we did.”

To have personal narratives honored, believed, and validated

Essential to the healing process is that, when a person does decide to tell their experiences with hate, that they have their narrative honored, that they are believed, and that the process makes them feel validated. Even if not pursuing legal action, reporting experiences with hate should be a process that does not lead to more harm, and is restorative and healing.

“I feel with hate and dealing with hate, it is really hard to address the issue when you're not even acknowledged.”

“We can express ourselves and know that we are not alone. We are not the only ones that are going through these things that are happening to all of us, and that the problems are not that one is imagining it.”

Appendix A: Focus group script

Focus Group Topic Guide

Focus group goal: *To include the voices of diverse groups of people who disproportionately experience hate to better inform guideline and practices in the reporting procedures of hate incidents and crimes.*

Focus group protocol: *The focus group sessions are designed to be semi-structured, with room for flexibility. This design will leave room for adaptation of questions, while touching on the most relevant areas of interest. This will also allow for deeper probing when unexpected related topics of interest emerge.*

Timing: *2 hours, 40 minutes*

**italicized words in script not to be read aloud.*

Welcome: Good (morning/afternoon/evening) and welcome to this focus group session. We would like to start by thanking you for taking the time to be here today. Portland United Against Hate is working to better understand experiences with hate and documentation processes of hate crimes. We are holding discussions like this one throughout different parts of Portland with diverse groups of people.

There are not right or wrong answers to any of the questions we will ask you, rather different points of view. Please feel comfortable sharing your point of view even if it differs from what others have said. Both similar and differing points of view are valuable information to us.

We have a live transcriber present and will be audio recording this session because we don't want to miss any of the valuable things you have to say. We take your privacy very seriously and any information shared in this room will not be connected to your identity in final transcripts.

We can't control what people say outside of this room, but we do ask that everyone respects the confidentiality of this room and to not share any personal details that people may share during this discussion.

Bathrooms are located... There may be some difficult discussions that arise during our time together. Please feel free to walk around, get more food, or do what you need to during this session in order to take care of yourself. Please also feel free to check on your children in the next room as needed throughout the session.

Introductions: We would like to start by having everyone introduce themselves. Today we will be on a first name basis. To start, my name is XXX, and my pronouns are XXX...

(Participants share)

(5 minutes)

Background: Thank you for introducing yourself to the group. We understand that people may experience hate in different ways. Some hateful acts are illegal, some are not. Next, we would like to get a better understanding of what hate means to you.

- How would you describe or define hate?

(10 minutes)

Occurrence of Hate Incidents and Reporting:

We would like to talk about the occurrence of hate incidents and crimes directed at you or your community.

- If any, what hate incidents have been happening in your community?
 - Have these incidences been reported?
 - Why or why not?
- If you were going to report a hate crime or incident that you witnessed or were a victim to, what would you like the documentation process to look like?
- If you were going to report a hate crime or incident that you witnessed or were a victim to, what is it you think we need to know about asking questions about these hate incidents?
 - Are there culturally specific concerns, preferences, safety precautions, or language or other barriers that should be considered when asking questions about hate crimes and incidents?
 - What should we know about how to best ask these questions?
- What would you like to see happen after reporting a hate crime or incident?

(30 minutes)

Sources of Support and Prevention:

Sometimes there are resources available after a person has been a victim of a hate incident or crime, sometimes there are not. We would like to better understand how your community looks for and receives support due to experiencing hate.

- After a hate incident has happened, have you or your community been finding sources of support?
 - Where have you been finding support?
 - Are there support systems already in place for your community?
- What would you like support to look like after a hate incident or crime has occurred?
 - Where would you feel most comfortable having these support systems coming from?
 - *i.e. the city/government, community organizations, law enforcement, etc*
- What might be done to prevent or interrupt these or similar hate incidents from occurring in the future?
 - *i.e. by the community, government, law enforcement, etc*

(25 minutes)

Break

(5 minutes)

Review and Discussion of Hate Incident Report Survey:

A survey has been created to use when hate incidents are being reported by victims and witnesses. Please take the next 15-20 minutes looking over this survey*. Please feel free to write any thoughts you may have on this survey, as we will be collecting them and will look over any notes or feedback you may have written down.

(Hand out draft of Hate Incident Report Survey)

**(To accommodate accessibility, survey may be read aloud and discussed as a group, presented as a powerpoint and reviewed as a group, etc)*

(15 minutes)

- What do you think about this survey overall?
 - What do you like about it?
 - What do you dislike about it?
- Is there anything else the survey should ask or consider?
- Is there anything that is asked on the survey, but should be asked in a different way?

(30 minutes)

Reporting Procedures and Survey Data Use:

We would like to know more about your thoughts and feelings on how to best use this survey and the information being shared in it.

- If you were the victim of a hate incident or have been a victim, in what way would you be most comfortable reporting that information?
 - *i.e. in person, on the phone, online, etc*
- Who would you be most comfortable reporting to?
 - *i.e. a community-based organizations, citywide hotline, law enforcement, etc*
- Would you feel safe or comfortable with the city storing this information if it didn't include your name?
 - Why or why not?
- Are there any other concerns you may have with this survey or the use of the contents of the survey?

(30 minutes)

Additional Statements:

- Is there anything else we have not asked about that you think would be important for us to know?

(5 minutes)

- If there is anything else you think is important to share but did not get the chance to do so or that you did not feel comfortable sharing with the group, please write them down on the note card provided for us to collect.

(5 minutes)

Closing: Thank you all for attending. We are trying to better inform hate incident and crime reporting by including your voices and feedback in the process. The feedback you have given throughout this session will be looked at by a team and a set of guidelines will be created to better inform a hate crime and incident documentation process. We hope that by including your voices here, a more community-centered approach will be taken as Portland United Against Hate and other groups explore these methods. We appreciate you sharing as your voices are invaluable to the work we are trying to do.

Appendix B: Hate Crime and Incident Documentation Form

Hate Incident Report Form- draft of content

* = answer required

Question	Type of response	Options
Information about the complainant (the person who is reporting it to an organization)		
The complainant was a ...*	pulldown menu (multiple selections allowed)	Victim (the person who was the intended target of the hate incident) Witness (the person who was not the intended target of the hate incident, but saw the incident happen or saw the damage that resulted) Other (a person who heard about the incident, or who had a role other than victim or witness)
If complainant was "other," please specify		
Date and time of incident		

Month the incident happened*	pull-down menu	1-January 2-February 3-March 4-April 5-May 6-June 7-July 8-August 9-September 10-October 11-November 12-December
Year the incident happened*	pull-down menu	2016 2017 2018 2019 2020
If known, please indicate the exact date the incident occurred or was witnessed	date picker/calendar	
If known, please indicate the hour the incident occurred or was witnessed	multiple choice	[every hour of the day, e.g. 12:01am-1:00am]
Are you not exactly sure when the incident happened? Please explain if so.	text box	
Location and setting of incident		
Closest cross streets to where the incident happened (please include directional information, e.g. NE, SE, etc)*	text box	

Setting of the incident*	pull-down menu	School (K-12) College or university Place of worship Online Public park On a road or sidewalk Private residence Business Government office or facility Other- please specify
If the setting for the incident was "other," please specify where	text box	
Nature of the incident		
Please describe the incident. Do not use the full name of any victims or witnesses.*	text box	
The incident appears to have been motivated by bias/hate related to _____.*	pull-down menu (multiple selections allowed)	Race or ethnicity Immigration status Gender Gender identity Sexual orientation Disability Religion Age Housing status Income level Other- please specify
If motivation was "other," please specify	text box	
Was anyone injured in the incident?*	multiple choice	Yes No Not sure
If yes or not sure about injury, please describe	text box	

Did loss or damage to property result from the incident?*	multiple choice	Yes No Not sure
If yes or not sure about property loss or damage, please describe	text box	
Has the incident been reported to the police or any other government agency?*	multiple choice	Yes No Not sure
If yes, which agency?	text box	
Administrative information		
Name of person completing this form (not the complainant, victim, or witness)*	text box	
Email of person completing this form (not the complainant, victim, or witness)*	text box	
Organization represented by the person completing this form*	text box	

Admin only (does not show on form, to be filled out by data administrator)		
Area of Portland where the incident occurred	drop down menu	North Portland (west of I-5) Northeast Portland (east of I-5, west of I-205) Northeast Portland (east of I-205) Southeast Portland (east of I-205) Southeast Portland (west of I-205) Downtown Portland (inside I-405 loop) Northwest Portland (outside I-405 loop) Southwest Portland (outside I-405 loop) Other- please specify
If it happened outside of Portland, where?	text box	
Which of these most closely describes the incident?	pull-down menu (multiple selections allowed)	Physical assault Threats/intimidation Vandalism/Property damage Robbery/Burglary/Theft Hate speech (not illegal, but overtly hateful) Microaggression (not illegal, but hurtful)

Appendix C: Detailed Participant Demographics

SESSION	N
IRCO Asian Family Center	13
IRCO Africa House	19
Latino Network	12
Q Center	8
Resolutions Northwest	8
Urban League	9
Unite Oregon	5
TOTAL	74

AGE	N	%
Under 18	9	12.2
18-25	13	17.6
26-35	12	16.2
36-45	15	20.3
46-55	15	20.3
56+	8	10.8
Missing	2	2.7

Note: Age range = 13-66 years

GENDER	N	%
Woman	39	52.7
Man	27	36.6
Transgender	2	2.7
Two-Spirited	1	1.4
Genderqueer	3	4.1
Missing	1	1.4

RACE / ETHNICITY	N	%
Native American	3	4.1
White/European	11	14.9
Black or African	32	43.2
Latino/a/x	17	23.0
Middle Eastern	3	4.1
South/Southeast/East Asian	10	13.5
Hawaiian/Pacific Islander	2	2.7
Missing	0	0.0

Note: 2 (2.7%) participants identified as more than one race or ethnicity

LANGUAGES SPOKEN AT HOME	N	%
American Sign Language	1	1.4
Arabic	2	2.7
Boran	1	1.4
English	42	56.8
Farsi	1	1.4
French	5	6.8
Fulani	1	1.4
Kibembe	1	1.4
Kiganda	1	1.4
Kiluba	1	1.4
Kiswahili	1	1.4
Lao	1	1.4
Lingala	2	2.7
Mayan	1	1.4
Navajo / Diné Bazaad	1	1.4
Nepali	2	2.7
Spanish	17	23.0
Somali	6	8.1
Swahili	5	6.8
Tigrinya	1	1.4
Tongan	1	1.4
Vietnamese	1	1.4
Yapese	1	1.4
Zomi (Burmese)	1	1.4
Missing	1	1.4

LANGUAGES FLUENT	N	%
American Sign Language	1	1.4
Arabic	1	1.4
Boran	1	1.4
English	49	66.2
Farsi	1	1.4
Filipino	2	2.7
French	6	8.1
Fulani	1	1.4
Hindi	2	2.7
Kibembe	2	2.7
Kiluba	1	1.4
Kiswahili	1	1.4
Lao	1	1.4
Lingala	1	1.4
Mandarin Chinese	1	1.4
Navajo / Diné Bazaad	1	1.4
Nepali	2	2.7
Spanish	12	16.2
Somali	7	9.5
Swahili	5	6.8
Tigrinya	3	4.1
Tongan	1	1.4
Urdu	1	1.4
Vietnamese	4	5.4

LANGUAGES FLUENT (cont.)	N	%
Wollof	1	1.4
Yapese	1	1.4
Zomi (Burmese)	1	1.4
Missing	1	1.4

NUMBER OF LANGUAGES FLUENT	N	%
1	41	55.4
2	25	33.8
3 or more	7	9.5
Missing	1	1.4

SEXUAL ORIENTATION	N	%
Straight/Heterosexual	32	43.2
Bisexual	4	5.4
Gay	2	2.7
Pansexual	3	4.1
Queer	3	4.1
Undecided	1	1.4
Other	3	4.1
Missing	32	43.2

Note: 4 (5.4%) of participants identified with more than one sexual orientation.

DISABILITY(S)	N	%
Yes	9	12.2
No/No Response	65	87.8

HOUSING STATUS	N	%
Homeowner	18	24.3
Renter	42	56.8
Transitional Housing	2	2.7
Houseless/Homeless	3	4.0
Other	4	5.4
Missing	5	6.8

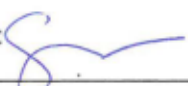
EDUCATION	N	%
Less than high school degree	15	20.3
High school degree	9	12.2
Some college	19	25.7
College degree	19	25.7
Advanced or professional degree	8	10.8
Missing	4	5.4

TOWN/CITY	N	%
Portland	56	75.7
Beaverton	4	5.4
Oregon City	1	1.4
Salem	1	1.4
Lake Oswego	1	1.4
Cedar Mill	1	1.4
Happy Valley	1	1.4
Gresham	5	6.8
Tigard	1	1.4
Fairview	1	1.4
Missing	2	2.7

Agenda No.
REPORT
Title

Procedures

Accept findings from Portland United Against Hate on Hate Crime and Incident Reporting Pilot Project (Report).

INTRODUCED BY Commissioner/Auditor: Commissioner Eudaly	CLERK USE: DATE FILED <u>APR 24 2018</u>
COMMISSIONER APPROVAL	Mary Hull Caballero Auditor of the City of Portland By:  Deputy ACTION TAKEN: MAY 03 2018 ACCEPTED
Mayor—Finance & Administration - Wheeler	
Position 1/Utilities - Fritz	
Position 2/Works - Fish	
Position 3/Affairs - Saltzman	
Position 4/Safety - Eudaly <i>D for CE</i>	
BUREAU APPROVAL	
Bureau: Office of Neighborhood Involvement Bureau Head: 	
Prepared by: Kari Koch Date Prepared: 3/12/2018	
Impact Statement Completed <input checked="" type="checkbox"/> Amends Budget <input type="checkbox"/>	
City Auditor Office Approval: required for Code Ordinances	
City Attorney Approval: required for contract, code, easement, franchise, charter, Comp Plan	
Council Meeting Date 5/3/2018	

AGENDA
TIME CERTAIN <input checked="" type="checkbox"/> Start time: 2:00PM Total amount of time needed: <u>1 1/2 hours</u> (for presentation, testimony and discussion)
CONSENT <input type="checkbox"/>
REGULAR <input type="checkbox"/> Total amount of time needed: _____ (for presentation, testimony and discussion)

FOUR-FIFTHS AGENDA	COMMISSIONERS VOTED AS FOLLOWS:		
		YEAS	NAYS
1. Fritz	1. Fritz	<input checked="" type="checkbox"/>	
2. Fish	2. Fish	<input checked="" type="checkbox"/>	
3. Saltzman	3. Saltzman	<input type="checkbox"/>	
4. Eudaly	4. Eudaly	<input checked="" type="checkbox"/>	
Wheeler	Wheeler	<input checked="" type="checkbox"/>	