

DOCUMENTING THE HATE

**A Report on Bias Incidents
in New York City
from January 1992 to June 1993**

**NEW YORK CITY
COMMISSION ON HUMAN RIGHTS**

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PREFACE

This Report is part of the Commission on Human Rights ongoing commitment to promote intergroup understanding through the dissemination of information about incidents of bias violence and discrimination. It is the Commission's belief that the accurate reporting, analysis and publication of such information is the first step in bringing about enhanced understanding among the many communities that make up New York City.

In the interest of accuracy, two important shortcomings in this Report must be highlighted. First, bias attacks against women are not included in cases investigated and reported by the New York City Police Department's Bias Incident Investigations Unit. The failure to include this particular category of bias violence has long been a matter of concern to a wide variety of civil and human rights groups. There clearly is a category of sexual violence which is motivated by hatred and bigotry toward women. These incidents are not thought of by most of the public and by the law enforcement establishment as hate crimes. While the Commission does include such incidents in its Bias Hotline reports, there is a serious need for a more extensive analysis of criminal incident reports in order to document the extent of such hate crimes against women and to identify any patterns that may exist. The Commission is studying the feasibility of such a project for the latter part of this fiscal year.

Second, the incidents of bias violence reported here are but a shadow of what is actually occurring on the streets of New York City. Only a small percentage of victims of bias violence report such incidents to the Police Department or the Human Rights Commission. The yearly reports of the Gay and Lesbian Anti-Violence Project, the Committee Against Anti-Asian Violence and other similar groups reveal significantly

higher numbers of reported incidents. For example, in the Commission's 1991 study entitled "*END THE HATE*" it was learned that over 75% of incidents of violence against gay and lesbian New Yorkers are not reported to any governmental authority. The reasons for the underreporting tend to be fear of becoming a victim of police scrutiny or violence, a lack of knowledge of what constitutes a bias incident, and the absence of information on how to report such incidents.

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OVERVIEW OF THE BIAS INCIDENTS

by Commissioner/Chair Dennis deLeon

No one likes to think about bias violence. It is painful to reflect on the capacity for hate that lingers in each of us. Each bias incident reminds us of that dark side of society where we permit intolerance to fester and grow. When confronted by violence which manifests what is usually unspoken, we recoil and denounce the perpetrators. We move to rebury that capacity for hate we all know is inside each of us. We rally beside the survivor as if to partake in some piece of the innocence that goes with victimhood. We issue denunciations while rarely looking at our feet, planted firmly in the traditions where the bigotry that caused the violence has taken root. All perpetrators of bias incidents are our children, raised with the unchallenged slanders and stereotypes that populate our media, our schools, our conversations and our hearts.

It is important to understand and discuss the record of bias violence in our City almost as a means of confronting ourselves. This overview and analysis of bias incidents in calendar year 1992 and the first six months of 1993 presents a disturbing portrait of how 1,299 New Yorkers may have failed to deal with the racial, cultural, religious and sexual orientation diversity of the City. Obviously, there were many more bias incidents not reported to the New York City Police Department or the Commission on Human Rights¹. Still, the 1,299 incidents offer an important picture of what is happening on the streets of the City and what trends need addressing by the Commission on Human Rights and other leadership in the City. By targeting our efforts to improve intergroup relations it is hoped that progress in curbing the use of violence to carry out racist,

¹ It is important to remember in any discussion of bias statistics that only a relatively small percentage of alleged victims report such incidents to the Police Department or the Human Rights Commission. In fact, the yearly reports of the Anti-Defamation League, the Gay and Lesbian Anti-Violence Project, the Committee Against Anti-Asian Violence and other similar groups reveal much higher numbers of recorded bias attacks. In fact, the Commission's 1991 study of anti-gay incidents revealed that only one in four of the bias incidents recorded in the survey had been reported to the New York City Police Department.

homophobic or anti-semitic vendettas might be enhanced. While troubling in its implications, this discussion of bias violence should give all New Yorkers an opportunity to rededicate themselves to the quest for respect among the amalgam of diverse communities that make up this City's mosaic.

Increase Then Decrease in Bias attacks against White New Yorkers. One of the most disturbing trends for this time period was the increase in bias attacks directed at White New Yorkers² during 1992. For 1992 there were 128 bias incidents that were reportedly motivated by Anti-White sentiment. This was an increase of 52% over the 1991 reported incidents. This expansion was preceded by a 25% increase in reported Anti-White incidents in 1991 over reports in 1990.

Interestingly this increase seems to have been reversed in the first six months of 1993. When compared to the same period for 1992, there has been a rather dramatic drop of almost 50% in Anti-White attacks.

Perhaps the best explanation for the 1992 increase and the sharp reversal in 1993 is apparent when the attacks are examined chronologically. In 1992, the number of reported Anti-White assaults seemed to jump dramatically during the weeks after a public event in which an African American was reported in the media to be the victim of racial violence. Following the not guilty verdict in the Simi Valley trial of five white police officers for the beating of Rodney King and the alleged attack of two African-American children by a gang of white teenagers in the Bronx, there were dramatic increases in attacks against whites primarily because of their race. A similar jump in statistics can be found in the period following the slaying of Yusuf Hawkins in Bensonhurst in 1989.

Thus far in 1993 there have been no similar racially polarizing incidents and the number of Anti-White assaults have dropped dramatically. It is also important to note

²The term "White" as used here encompasses some Latinos. Several of the anti-White attacks have been against Latino New Yorkers.

that this same "revenge bias attack" phenomenon has always been present in the recording of bias incidents. For example, after the murder of Yusuf Hawkins in 1989 there was a sharp increase in Anti-White attacks which later fell back to their baseline levels. Similarly, after the accidental death of Gavin Cato and the slaying of Yankel Rosenbaum there was a sharp rise in reported incidents of Anti-White bias attacks.

To more fully address the problem of Anti-White attacks following bias incidents against African Americans the Commission has developed a three part approach which it is currently implementing. First, when a very visible anti-Black bias attack occurs, the Commission will dedicate resources and leadership to directly addressing the "revenge" phenomena. The plan calls for preparing teachers, youth organizations and youth leaders so that they can respond to the problem when it occurs. Second, the Commission will encourage religious, community and political leaders to appear in as many public forums as is practical to address specifically the "revenge" problem. Third, the "revenge" attacks obviously demonstrate a high level of racial stereotyping of persons of European ancestry. There needs to be a concerted long term effort to address the reality of racism against persons because they are white.

Increase Then Decrease in Reported Anti-Semitic Bias Attacks. The "revenge" motivated bias attack phenomena accounts for much of the increase of 44% in anti-semitic incidents in 1992 and the decline of 12% in such attacks in the first 6 months of 1993. There was a sharp increase in bias attacks against Jews after demonstrations by Jewish leaders protesting the acquittal of Lemrick Nelson for the slaying of Yankel Rosenbaum and the alleged bias attack on a homeless man by members of the Lubavitcher community. These two incidents alone could be read as accounting for as much as 90% of the increase in bias incidents during 1992 when compared to 1991.

There is reason, however, to doubt the accuracy of the 1991 police figures for Anti-Semitic bias violence. During the rioting in Crown Heights there were dozens of

bias related attacks that were not reported to the authorities. In addition, reports of attacks may have been made to the police during the Monday, Tuesday or Wednesday evening disturbances but lost because of the pressing exigencies of controlling riotous mobs on the streets of Crown Heights. Whatever the explanation for the numbers, there was an outpouring of virulent anti-semitism on the streets during those three days of terror which took many terrible forms.

Increase in Bias Attacks Against Blacks. Anti-Black incidents increased by almost 33% during 1992 when compared to 1991. Much of this increase appears to have occurred during January and February as part of the aftermath of the much publicized attack on two African American children in the Williamsbridge section of the Bronx. When analyzed separately these two months account for 30% of the incidents for the year and almost 90% of the increase over the previous year. While these attacks do not seem fit neatly within the "revenge" hypothesis discussed above they may indicate that once racial conflict erupts, all players to the antagonism become targets.

For the six months of 1993 the number of anti-African American bias attacks increased by 3% over the same time frame in 1992. This is a puzzling trend because the attacks do not seem to be related to an event which may have triggered these additional occurrences.

There was a dramatic overall increase in the number of bias incidents handled by the New York City Commission on Human Rights during 1992. From a total of 955 bias incidents investigated by the Commission on Human Rights during 1992, 704 were referred by the New York Police Department³ and 251 documented through the Commission's Bias Hotline. Most of this increase was due to a 52 % (40 more cases

³ The total number of bias cases the Commission on Human Rights defines as referred by NYPD may differ from the final NYPD count. The Commission's tally includes cases from 1991 which the Commission received during 1992 as well as cases that NYPD reclassified as non-bias crime. It also includes some cases which the NYPD refers to the Commission because they might lead to bias-related community tensions even though the cases themselves are not classified as suspected bias incident by the NYPD.

than 1991) jump in Anti-White bias incidents and a 44% (70 more cases) and 32% (28 more cases) in Anti-Semitic and Anti-Black bias incidents respectively.

SUMMARY OF FINDINGS

◆ The Bias Hotline received a total of 345 calls during 1992. The callers reported 251 Bias incidents, 30 discrimination cases and 64 "Other" calls. The bias incidents included 170 Racial, 25 Ethnic, 24 Anti-Gay, and 22 Anti-Semitic incidents. In addition there were 4 Religious, 4 Anti-Homeless and 2 Anti-Female cases classified as bias incidents. All discrimination cases were referred to the Commission's Law Enforcement Bureau.

◆ During the first six months of 1993, the Commission's Bias Hotline received a total of 186 calls of which 61 were classified as bias incidents, and another 61 as discrimination cases. The number of bias cases reported to the Commission's Hotline during this six months period decreased by 63% compared to a total of 163 bias incidents recorded during a similar period in 1992. At the same time, the number of discrimination cases documented by the Hotline increased by 77% when compared to the first six months of 1992.

◆ Most of the incidents reported to the Commission on Human Rights Bias Hotline were not previously reported by the victims to the Police Department. Many of the callers to the Hotline would not report to the Police Department because of mistrust of law enforcement agencies and cultural or language barriers.

◆ A total of 704 bias incidents were reported to the Commission on Human Rights by the Police Department during 1992. These cases included 311 Racial incidents, 228 Anti-Semitic, and 100 Anti-Gay incidents. In addition, there were 53 Ethnic, 5 Religious bias incidents and 7 cases classified as Other. This was the highest number of incidents documented in the City of New York since 1981. The number of cases represented a 35% increase over the 520 cases documented in 1991.

◆ The first six months of 1993 marked a significant decline in the number of bias incidents referred to the Commission on Human Rights by the Police Department. A total of 283 bias incidents were reported during this period which represented a 22% decrease in comparison to a total of 361 cases compiled during the first six months of 1992.

◆ Racially motivated incidents increased by 26% from 1991 to 1992 according to the NYPD referrals. During 1992, Anti-White racial incidents accounted for 41%, Anti-Black 37%, Anti-Hispanic 15% and Anti-Asian 6% of the total number of racial bias cases and the same data showed that documented racially motivated incidents were more likely to be violent than in previous years, involving a higher proportion of assaults than in 1991.

◆ The data received from NYPD during the first six months of 1993, revealed a 35% decrease in the number of Racial incidents compared to a similar period in 1992. At the same time, the data from January through June 1993 showed a shift in the distribution of Racial incidents when compared to the same period in 1992. During the first six months of 1992, a total of 189 Racial incidents referred to CCHR by NYPD included, 43% Anti-White incidents, 35% Anti-Black, 17% Anti-Hispanic, and 5% Anti-Asian incidents. In contrast, the 123 cases of Racial bias referred during the first six months of 1993 included 55% Anti-Black cases, 33% Anti-White 8% Anti-Hispanic and 3% against Other groups.

◆ Ethnically motivated incidents increased from 17 in 1991 to 53 in 1992 according to NYPD reports. The cases included 35 anti-German, 9 anti-Asian, 5 anti-Arab incidents as well as 4 cases classified as other. The bulk of the cases were threatening letters targeting people with German sounding last names in Queens and Manhattan.

◆ Cases of Ethnic bias referred by NYPD increased from 6 reports during the first six months of 1992 to 13 incidents for the similar period of 1993. This significant increase showed an upward trend in Anti-Asian cases which went from 2 cases during the first six months of 1992 to 7 cases in 1993.

◆ During 1992, reports of Anti-Semitic incidents, according to the NYPD referrals, increased by 44% as compared to 158 cases documented in 1991. These types of incidents have shown an overall increasing trend since 1986.

◆ Anti-Semitic bias also have shown a downward trend during 1993. The cases referred by NYPD from January through June 1992 included 111 Anti-Semitic incidents, in a similar period of 1993 this type of cases decreased by 12% to 98 incidents.

◆ In 1992, Anti-Gay incidents, which tend to be the most violent of all documented bias in New York City, increased by 12% compared to 1991. Anti-Gay incidents increased more rapidly than others between 1985-1992.

◆ During the first six months of 1993 Anti-Gay bias decreased by 19% compared to a similar period in 1992. From January through June 1992, the NYPD referred 48 Anti-Gay cases as opposed to 39 Anti-Gay incidents referred in 1993.

COMMISSION ON HUMAN RIGHTS BIAS HOTLINE

The New York City Commission on Human Rights (CCHR) has operated a bias hotline since August 1990. The Hotline was organized with the purpose of expanding the documentation of bias and discrimination cases occurring in the City of New York. It was designed to provide an additional resource to people and communities who tend to be reluctant to report bias incidents to the New York City Police Department (NYPD.) In addition, the Bias Hotline was seen as an opportunity for the Commission on Human Rights to detect community tensions early on in order to mediate and intervene in intergroup conflicts.

The definition of bias incident used by the Commission's hotline is broader than that used by the NYPD. First, the Hotline definition includes all of the target groups included in the City Human Rights law as well as two additional target groups. The Bias Hotline defines a bias incident as "an act motivated by prejudice against a person's, group's or place's race, religion, ethnicity, disability, sexual orientation, national origin, age, gender, alienage, or citizenship status, homeless status or class/income status." Thus victims of crimes based on prejudice against any protected classes under the New York City Human Rights Law as well as against homeless people and people with low incomes can call the Hotline for assistance with their situation. The Commission also encourages reports of non-criminal bias against people in all the above groups. This allows the Commission to document and assist with a broader range of incidents than the NYPD-BIIU which in 1992 limited its investigations to racial, ethnic, religion, anti-semitic, and anti-gay criminal acts⁴. It also allows the Commission to respond proactively to

⁴ The New York Police Department, Bias Incidents Investigation Unit (BIIU) defines a bias incident as "any offense or unlawful act motivated in whole or in part by a person's, a group's or a place's race, religion, ethnicity or sexual orientation." In 1993 this definition was expanded to include offenses or unlawful acts motivated by a person's or group perceived or real disability.

increasing tensions before violence occurs.

Most of the cases reported to the Hotline are not reported to the police. People who call the Bias Hotline tend to think that their cases are not serious enough to involve the Police Department or feel that the police will not respond properly. The Bias Hotline is able to outreach to the community from its borough-based field offices. The field staff have a history of involvement and work with disadvantaged communities; those communities are likely to trust the efforts of the human rights workers. Crisis prevention, intervention and mediation have been the cornerstones of the Commission intergroup work. Commission staff was deployed in the Bronx, Washington Heights, Crown Heights and Canarsie, among other places, during 1992⁵. Their role included working with youth and adults in order to create community-oriented mechanisms of early intervention to defuse tensions. The comparatively high proportions of ethnic minority populations as well as women reporting to the Hotline indicates that the Commission through its field offices has been able to elicit positive responses from population usually alienated from traditional government law enforcement agencies.

I

Cases Reported to the Bias Hotline

The data discussed in this section was collected by the Commission's Hotline during 1992 and the first six months of 1993. These eighteen months showed the first half of 1992 to be a period of significant increase in the number of bias incidents reported to

⁵ These interventions correspond to the attacks by the so-called Albanian Boys in the Bronx; street disturbances in Washington Heights; tensions in Crown Heights during the trial of Lemrick Nelson; and housing related racial harassment in Canarsie. The Commission's staff was actively involved in defusing intergroup tensions in these areas.

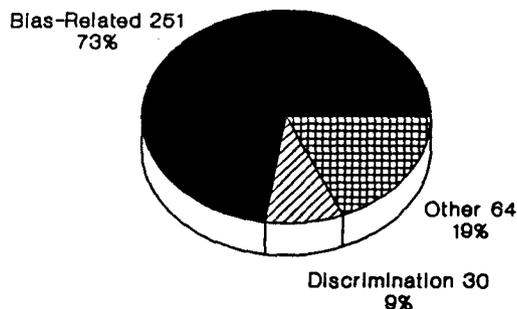
the Commission's Hotline. This same trend also was revealed through the analysis of the cases referred to the Commission by the New York Police Department. On the other hand, the first six months of 1993 showed a significant downward trend in the number of cases recorded by the Commission's Hotline, revealing the healing of some of the tensions that marked 1992.

The Commission's Bias Hotline received 345 cases during 1992 (see Figure 1.) The calls were classified into 251 (73%) bias related incidents, 30 (9%) discrimination complaints and 64 (19%) other cases (i.e. neither bias nor discrimination.) Two areas in particular reported over two thirds of the total calls⁶ to the Hotline. Manhattan which reported 130 cases (37.7%) and Brooklyn with 105 (30.4%) total cases. The areas of Queens, Bronx and Staten Island reported a total of 65, 32 and 12 cases respectively during 1992.

The Hotline received 186 calls during the first six month of 1993, 14% under the 216 received during a similar period in 1992 (Figure 2.) The new data reflected a real decrease in the number of bias incidents in New York City since during 1992, nearly two thirds (163 cases) of the bias incidents reported to the Commission's Hotline occurred during the first half of the year (Figure 3.) These cases included 117 Racial bias, 16 Anti-Semitic and 11 Anti-Gay incidents. In contrast, the first six months of 1993 showed a 63% decrease in the number of bias incidents reported to the Commission's Hotline compared to the similar period in 1992. From January through June 1993, the number of Racial incidents declined by 72%, Anti-Semitic by 31% and Anti-Gay cases by 20% when compared to 1992 (Figures 4 and 5.)

⁶ These calls included reports of bias incidents, cases of discrimination and other various requests and comments. Bias incidents are regularly investigated by the Bias Hotline staff and discrimination cases are handled by the Commission's Law Enforcement Bureau.

BIAS HOTLINE
Classification of Cases
Reported in 1992



A Total of 345 Cases Were Reported
to the CCHR Bias Hotline in 1992.

Figure 1

HATE GROUPS

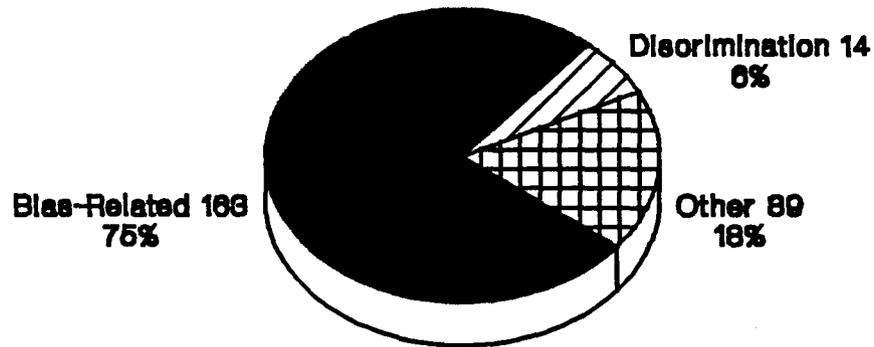
The activities of local hate groups have become prominent in New York City over the last few years. The murder of Julio Rivera in 1990 was a painful reminder of their existence and the purpose of their activities.

On July 2, 1990, a loosely organized skin-head group, Death Machine Skinhead (DMS) set out with the purpose of "beating someone in the group's name." After setting fire to a homeless person's shanty, they assaulted and murder Julio Rivera, who they perceived to be gay, on the streets of Queens.

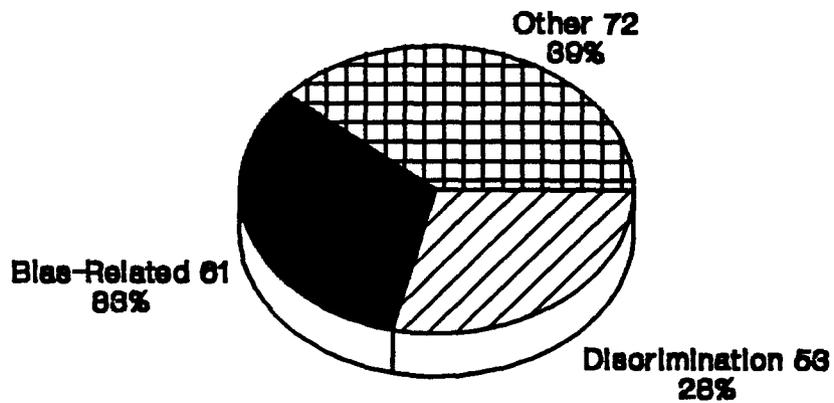
During 1992, a resurgence of hate groups' activities have taken place in the City. Reports have noted the Ku Klux Klan and White Power's attempts to distribute literature and recruit among residents of Staten Island and Brooklyn during the last year.

Mayor David Dinkins, the Commission on Human Rights as well as other city authorities and civic leadership strongly condemned these groups' activities. The Commission on Human Rights has intensified community education and sensitivity training as a way to prevent the existence of hate groups in New York City.

BIAS HOTLINE CLASSIFICATION OF CASES JANUARY - JUNE



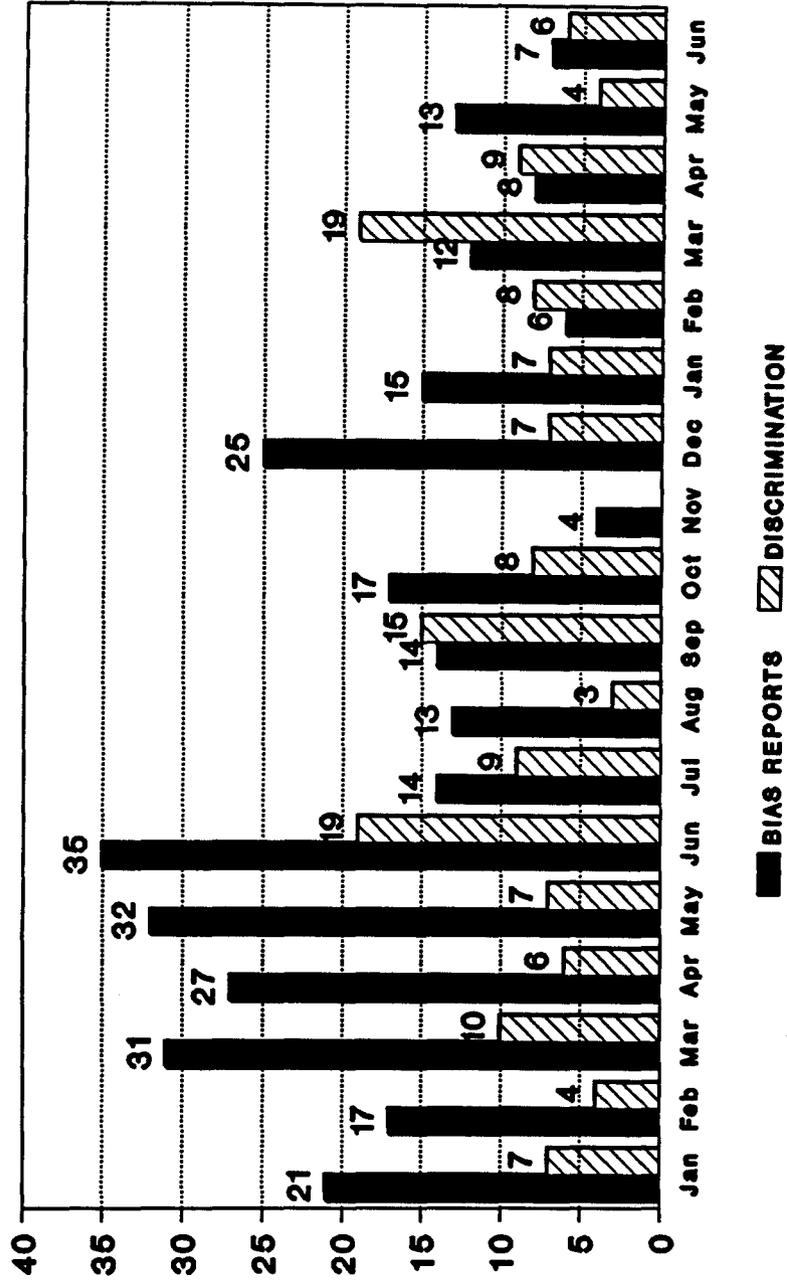
JANUARY - JUNE 1992
TOTAL CASES = 216



JANUARY - JUNE 1993
TOTAL CASES = 186

Figure 2

CCHR - BIAS HOTLINE ACTIVITY JANUARY 1992 - JUNE 1993



NUMBER OF CASES REPORTED TO THE
CCHR - BIAS HOTLINE FROM JANUARY 1992
THROUGH JUNE 1993.

Figure 3

II

Self Identification of Callers

Communities of color combined accounted for most of the calls to the Bias Hotline (Figure 6.) During 1992, out of a total of 316 calls in which the callers' ethnicity was recorded⁷, black, Hispanic and Asian accounted for 34%, 21% and 8% of the callers respectively. Callers who identify themselves as white comprised 26% and Jewish 9%. During 1993 the CCHR Hotline has continued to be a major resource for the communities of color. During the January-June 1993 period, Hispanics accounted for 36% of the callers making them the single largest group of callers to the bias Hotline, followed by black (26%) and white (16%). Asian and Jewish people accounted for 8% and 6% of the callers respectively.

Because it is likely that black, Hispanic and Asian populations are hesitant to report bias crimes committed against them to traditional authorities, the high proportion of calls from members of these communities and in particular the relatively high proportions of people of color reporting racial bias (Figure 8), indicates the impact of the Commission's outreach in these communities. It also suggests a need to extend further services that could deal with situations of bias and discrimination which affect them. The Commission's outreach intends to facilitate the contacts between these communities and the authorities for the purposes of defusing intergroup tensions and mediating ethnoviolence and other intergroup disputes.

⁷ These include calls classified as bias incidents, discrimination and "other" received by the CCHR Hotline during 1992.

**CITYWIDE BIAS INCIDENTS
CCHR BIAS HOTLINE REPORTS
1992**

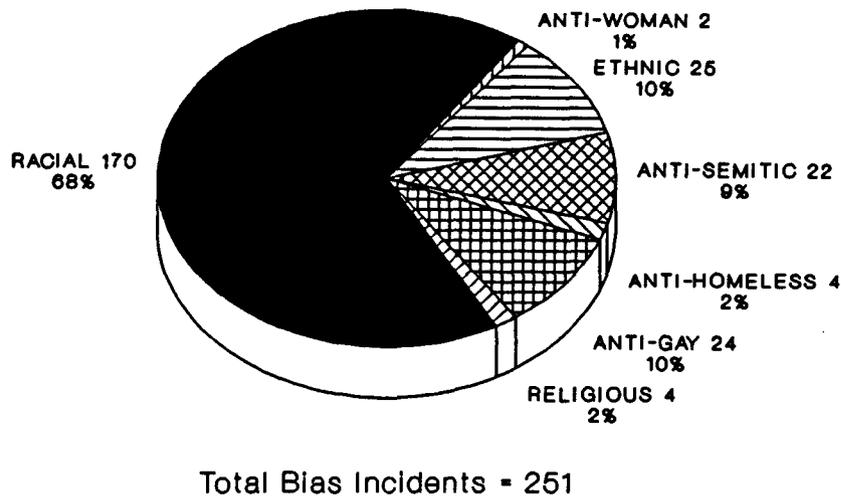


Figure 4

III

Analysis of Hotline Bias Incidents

Analysis of the bias incidents documented by the Bias Hotline reinforces the argument that many bias incidents are never reported to the Police. In particular, cases reported to the Hotline and described as severe, including assault, harassment and aggravated harassment, were never reported to the Police or to any other government agency before. In addition, the victims chose to remain anonymous.

Nearly two third of the 251 bias incidents reported to the Hotline during 1992 were reported during the first half of the year. In particular, Racial bias accounted for 72% of

**CITYWIDE BIAS INCIDENTS
CCHR BIAS HOTLINE REPORTS
JANUARY - JUNE**

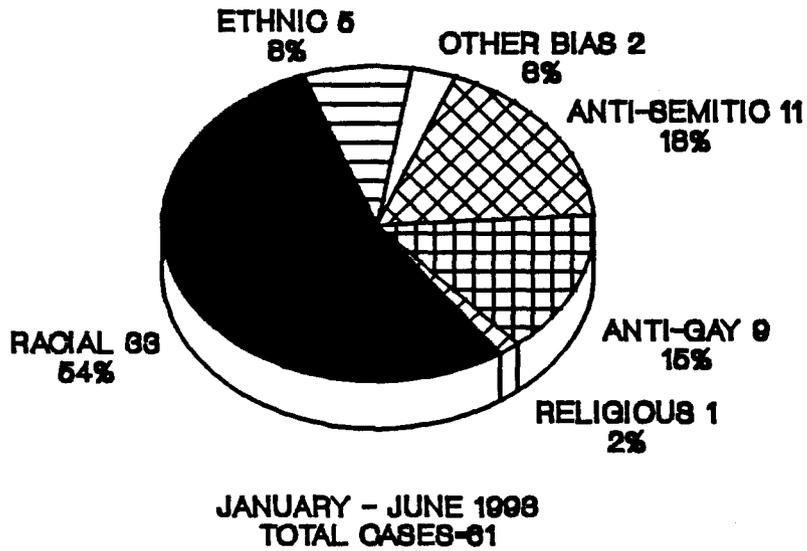
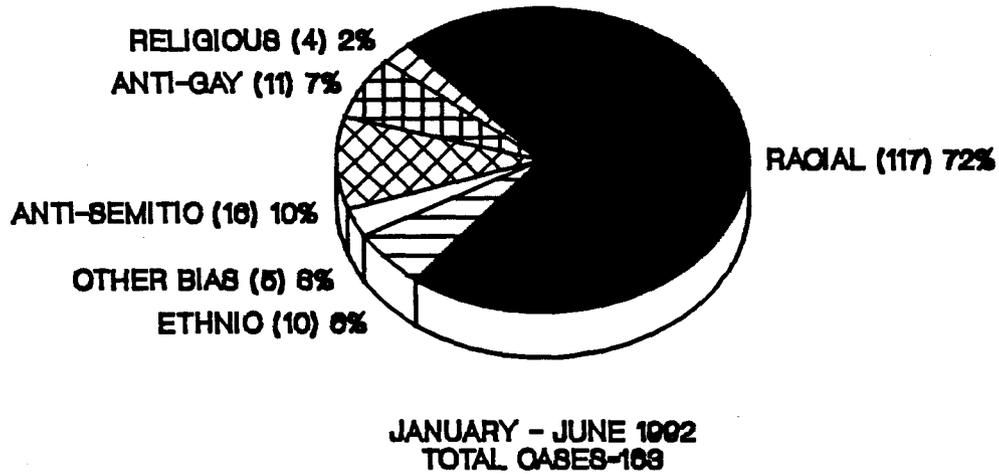


Figure 5

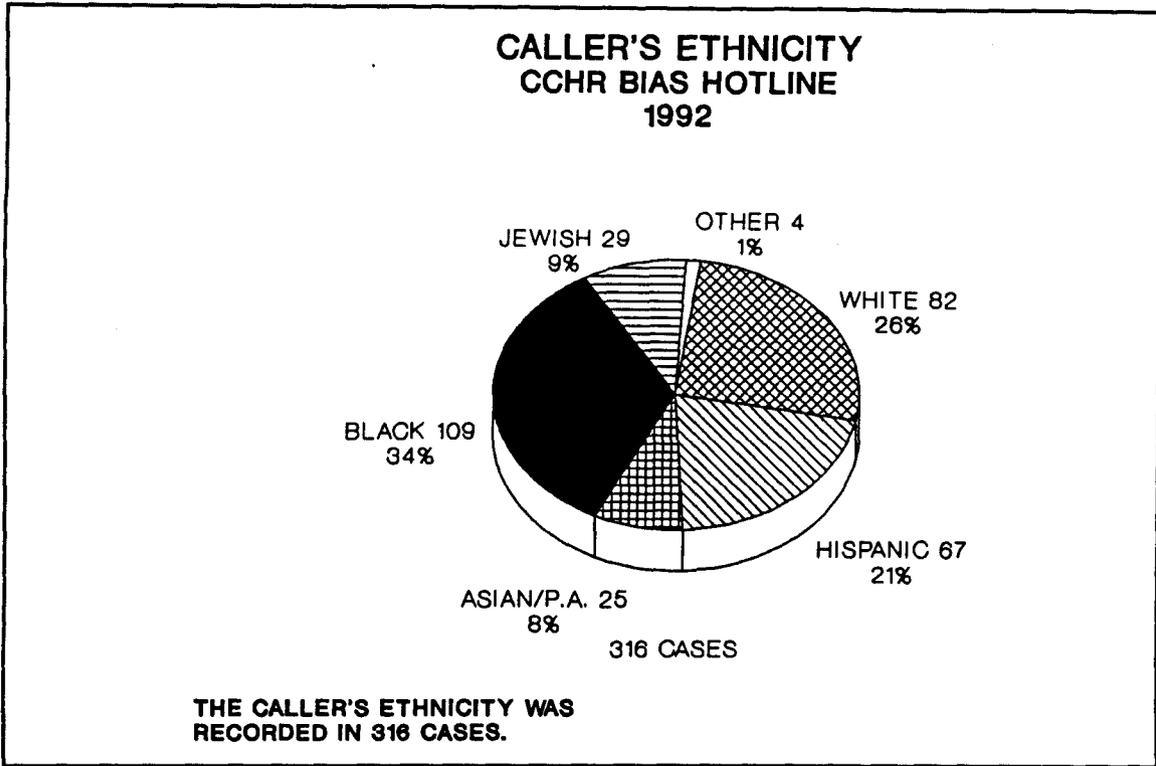


Figure 6

Bias Committed by Teenagers

Many of the bias incidents are perpetrated by people under 20 years of age.

In September 1992, a 17 year-old black student was attacked as he returned from a grocery store. A car with six or seven white teenagers stopped in front of him and as they yelled "There is one"... "Nigger, Nigger!!", they shot two pellets at him. The student was not injured and the Police later arrested a teenage resident of Howard Beach.

In another incident, a 14-year-old white teenager was attacked by seven black teenagers. The victim was punched and kicked as the attacker yelled "This is for Rodney King!!."

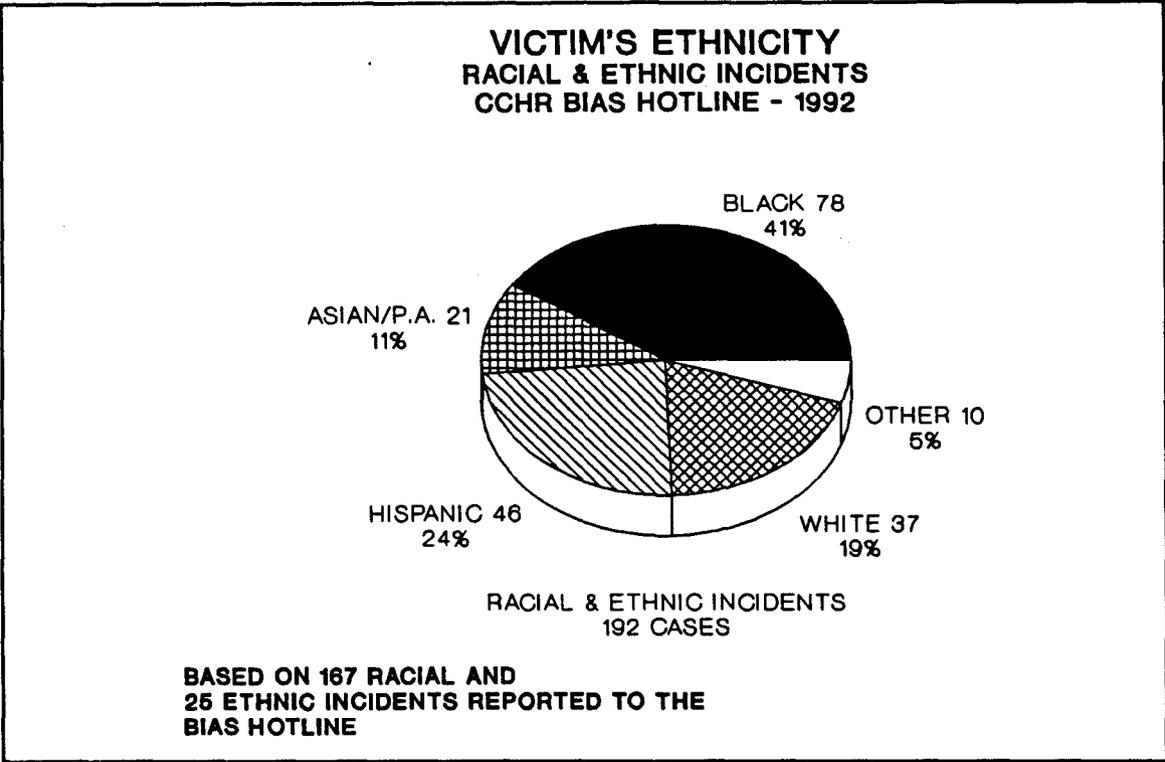


Figure 7

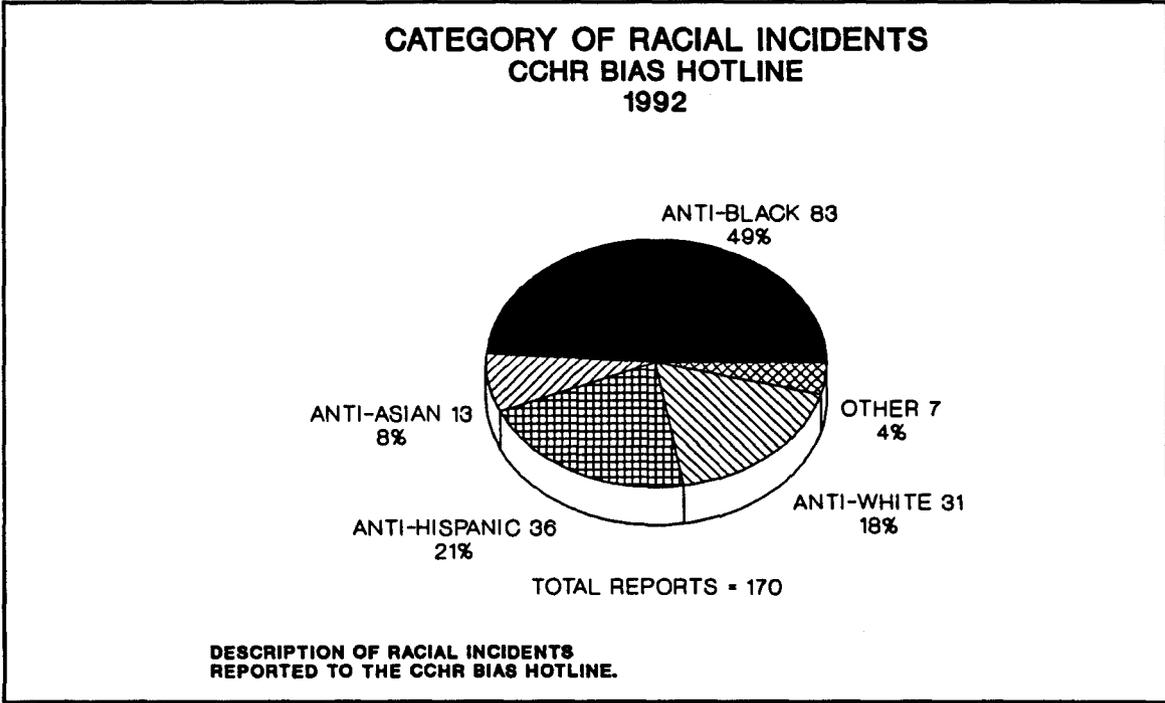


Figure 8

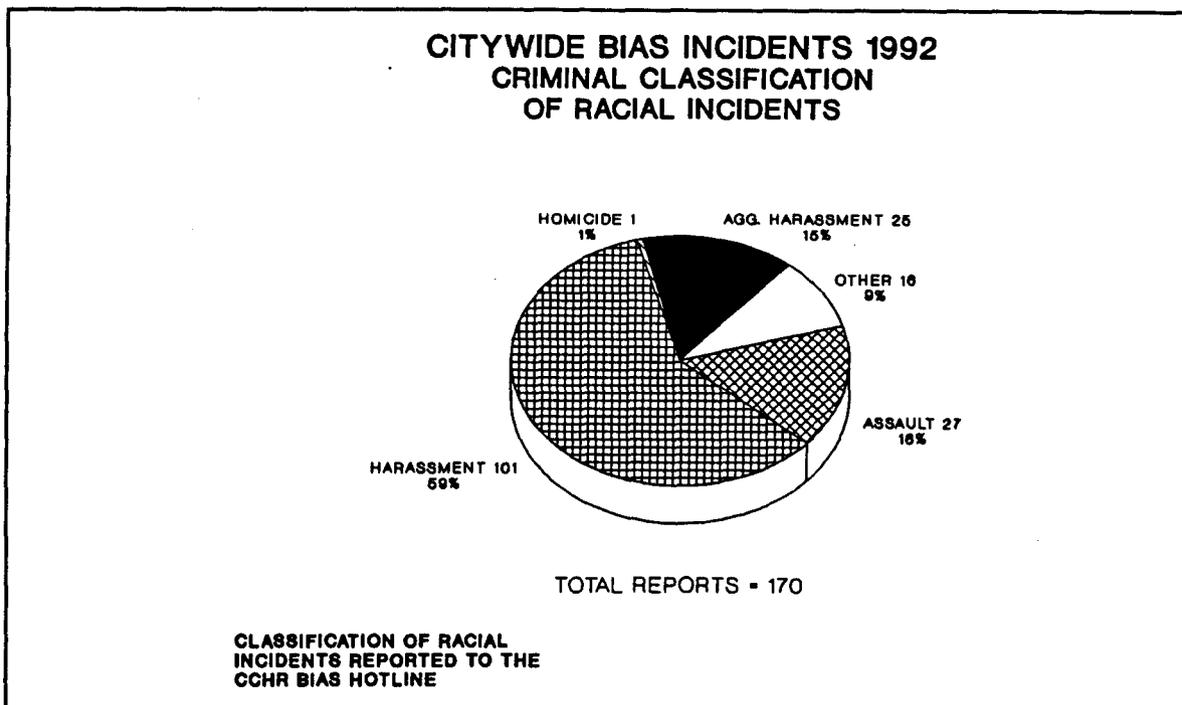


Figure 9

the total bias reported from January through June 1992. In contrast, during the first half of 1993, the number of incidents reported to the CCHR Hotline decreased by 37% to 61 cases and Racial bias reports comprised slightly over half the total number of bias cases.

The difference between the two six month periods is partially explained by increased intergroup tension resulting from the racial attacks against children in the Bronx during January 1992 and the fall out from the decision in the Rodney King case in May 1992.

Most of the racial incidents involved situations which could be defined as criminal bias according to the description provided by the callers. A review of the eighteen-month period showed that the proportion of Racial incidents involving assault or harassment had substantially decreased. During 1992, nearly 60% of the racial incidents reported to the Bias Hotline involved harassment, another 15% were classified as aggravated harassment, and assaults were described in 16% of the cases (Figure 9.) By 1993, the proportion of harassment had decreased to 45% of the cases and assaults to 9%. On the other hand, the proportion of incidents of aggravated harassment had reached 21% of the total.

IV

Alleged Police-Perpetrated Incidents

Callers also reported alleged harassment and assault by police officers. The callers were willing to provide enough details about the incidents to allow for proper classification of the cases. There were 15 calls which alleged police perpetrated incidents, most of them involving cases of harassment. Another two of them were described as assault. Seven of the total number of cases were reported in Manhattan, 3 of them in community board 12, which is the Washington Heights and Inwood area. Another 3 cases were reported from Queens, 2 in the Bronx, 2 in Brooklyn and one in Staten Island.

During 1993 there have been 2 alleged cases of police harassment reported to the Bias Hotline. One of them occurred in Brooklyn and was described as an Anti-Asian case as the second case was reported from Manhattan, CB7, and described as an assault against a disabled person.

BIAS INCIDENTS REFERRED BY THE NEW YORK POLICE DEPARTMENT (NYPD-BIIU)

In 1992 there was a dramatic increase citywide in the total number of bias incidents as well as in the proportion of severely violent racial bias cases. Overall, the bias incident activity in 1992 reflected the impact and tensions generated by major racial events such as the attacks perpetrated in the Bronx by the so-called "Albanian Boys", and the verdict in the Rodney King case and subsequent riots in Los Angeles. In addition, the trial and acquittal of a Lemrick Nelson, a black teenager, on the murder of Yankel Rosenbaum created extreme tensions and frictions between the Hasidic and black communities in Crown Heights by the end of the year.

A total of 704 bias incidents were referred to the Commission on Human Rights by the New York Police Department (NYPD) during 1992⁸ (Figure 11.) These included 311 (44%) Racial, 228 (32%) Anti-Semitic, and 100 (14%) Anti-Gay cases. In addition, there were 53 (8%) Ethnic, 5 (1%) Religious and 7 (1%) incidents classified as Other (Figure 13.) Slightly over 51% (361) of the incidents referred by NYPD during 1992 occurred during the first six months of the year. Moreover, 61% (189) of the Racial bias incidents occurred during this same period (Figure 14.) This high number of racial bias reports is explained by the combined impact of the racial attacks on children in the Bronx during January and, later the disturbances which occurred in reaction to the verdict on the Rodney King case in late April. These situations created strains in intergroup relations which triggered revenge bias attacks in New York City.

⁸ NYPD refers to the Commission on Human Rights suspected bias incidents, cases of community unrest and incidents that may have an impact on intergroup relations. The Commission's staff investigates and classifies these cases accordingly. Since these two agencies sometimes will produce different final classifications of the same cases, the total number of cases reported by the Commission on Human Rights may differ from the final figures handled by the NYPD. The figures reported in this section of the report are based on all cases referred by NYPD during 1992.

The incidents documented during 1992 represented a 35% increase over the 520 cases reported during 1991⁹. This is the highest number of cases reported since statistics have been available on bias incidents in the city. This is in contrast to the two-year decline in incidents which followed the high of 574 reported during 1989, the year of the murder of Yusuf Hawkins in Bensonhurst.

By contrast, the first six months of 1993 showed a significant decline, compared to the same period in 1992, in the total number of bias incidents in the City. From January through June 1993 there were a total of 283 bias cases documented in the city, which is a 22% decrease compared to the incidents recorded in a similar period in 1993. Nearly one fourth of the bias reported during January - June 1993 occurred in May, period during which Anti-Gay incidents along with Racial as well as Anti-Semitic bias increased abruptly. The increase during May is partially explained by tensions generated by the alleged assault of an Indian teenager by a Hasidic patrol in Brooklyn, the defacing of tombstones in Cyprus Hill cemetery and the anniversary of the verdict on the Los Angeles riots.

Nevertheless, an overall assessment shows important reductions in the number of bias cases in the three major categories, Racial (decreased by 35%), Anti-Semitic (12% lower) and Anti-Gay (decreased by 19%), during the January-June period in comparison to the similar period in 1992 (Figure 14.)

⁹See Appendix I for additional figures on incidents referred to the Commission by NYPD.

**BIAS INCIDENT REPORTS
MONTHLY REPORTS
NYPD**

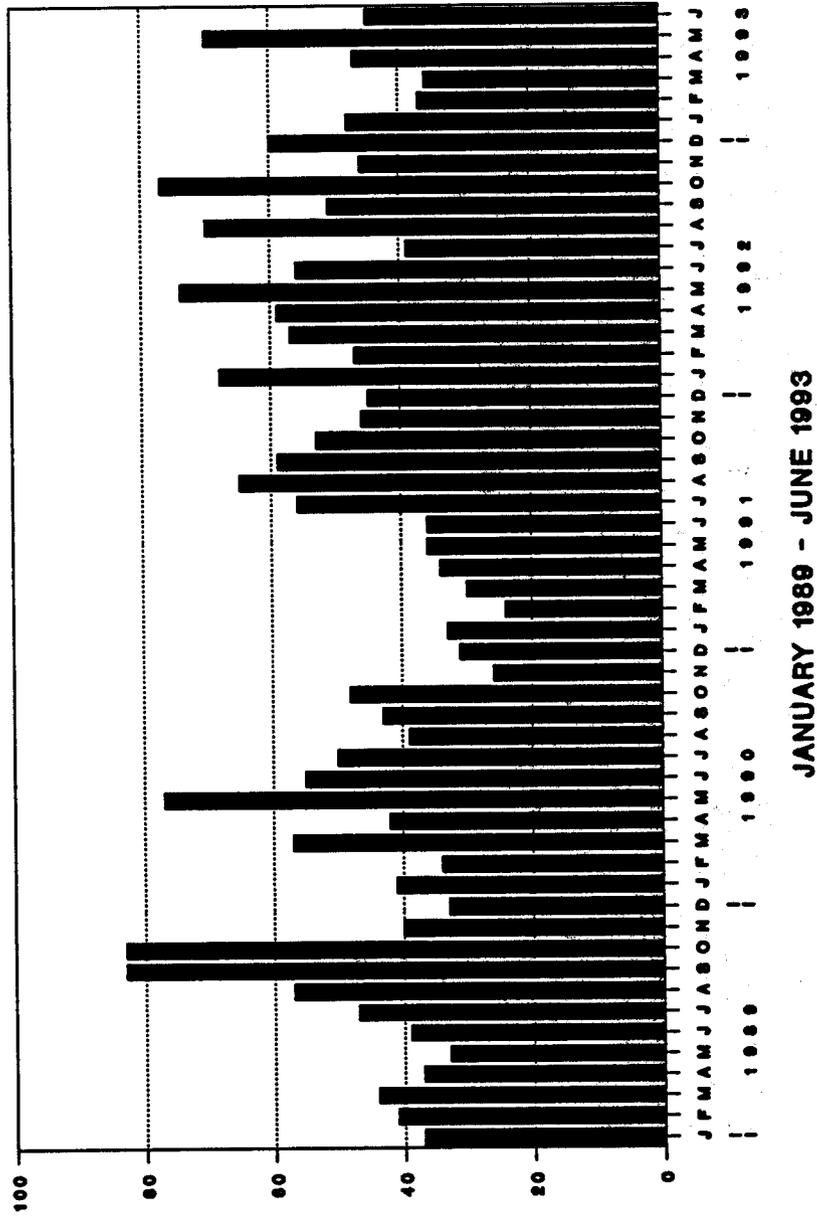


Figure 10

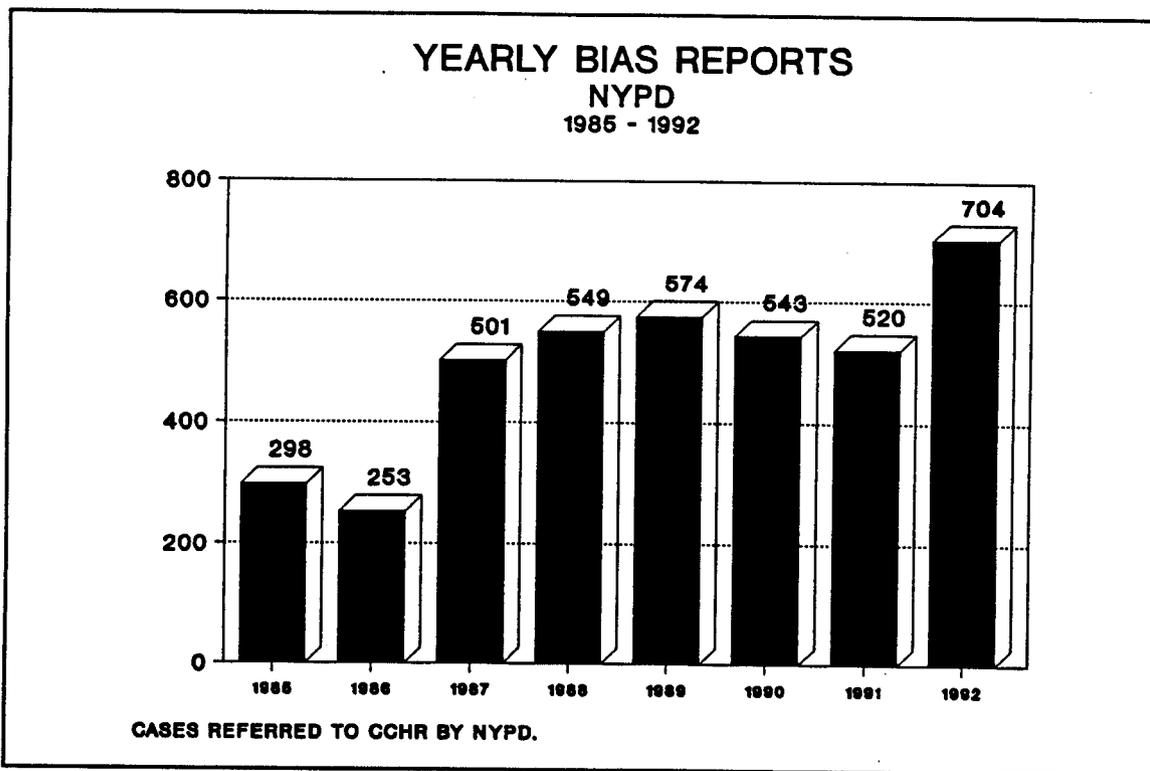


Figure 11

Lyrics of Hate

The diffusion of hate messages through music has caused additional concern and alarm because of its particular impact and influence on teenagers. The lyrics of hate rely on stereotypical perceptions and many times replicate messages of hate groups in order to spread racist, homophobic, sexist or anti-establishment feelings. During the last few years songs such as "Boom Bye Bye" called to shoot gay people, "She Watches Channel Zero" spread anti-women statements, "Cop Killer" called for murdering police officers and "One in a Million" spread anti-immigrant and anti-black messages.

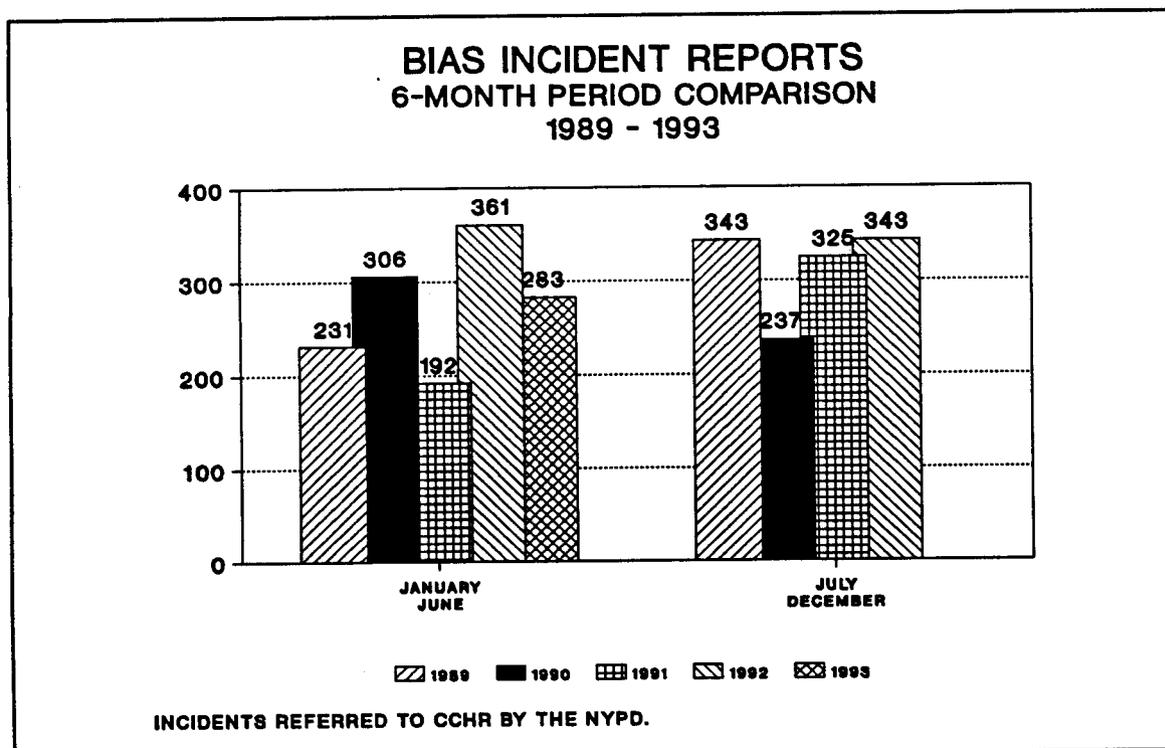


Figure 12

I

Racial Incidents

Racial incidents have been the single largest category of bias incidents registered by the NYPD since 1983. The number of these cases peaked in 1987 when 394 cases were documented. After the 1987 peak, the cases declined moderately in the 1988-1989 and even more seriously in 1990 and 1991 period. This decline was abruptly reversed by a 27% increase from 245 to 311 cases, reported in 1992 (Figure 15.)

The dramatic increase in the number of Racial incidents during 1992 (Figure 16) is partially explained by the high intergroup tensions in the aftermath of the attacks on children in the Bronx during the month of January and the impact of the Los Angeles riots in late April. These two events sparked series of revenge bias attacks reflected in

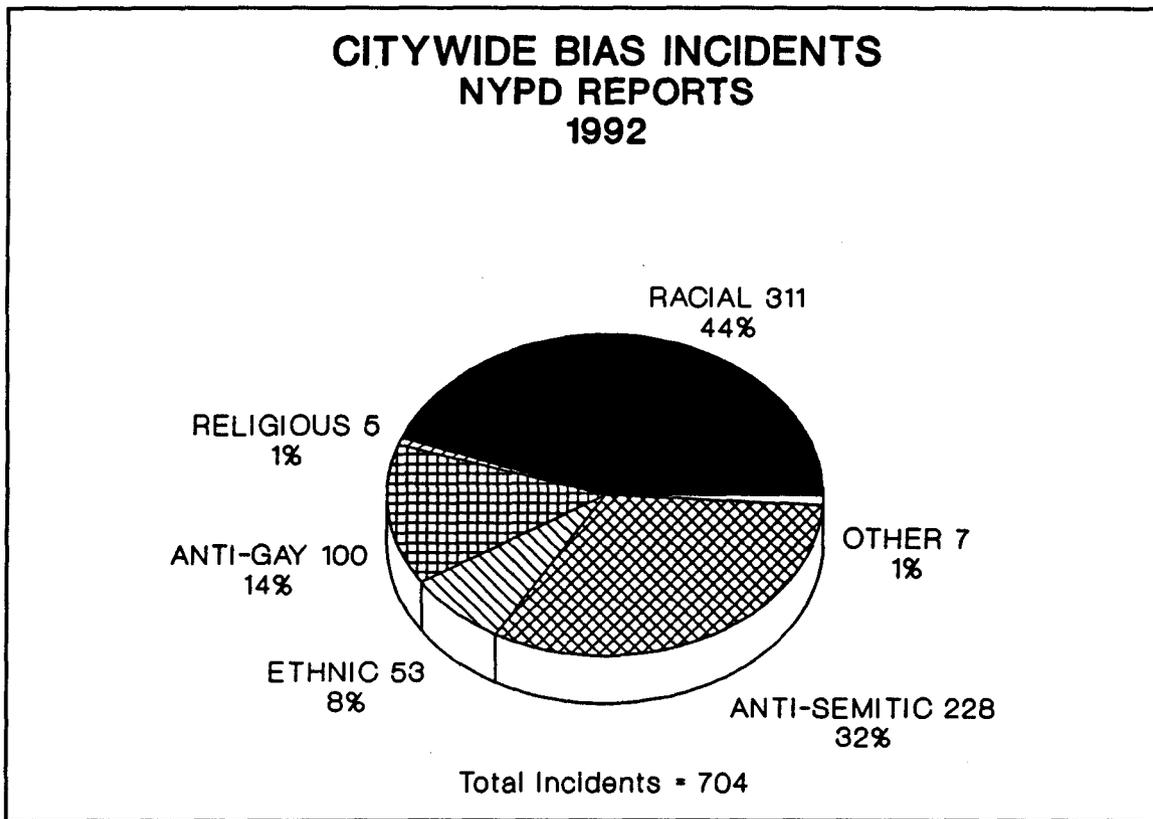


Figure 13

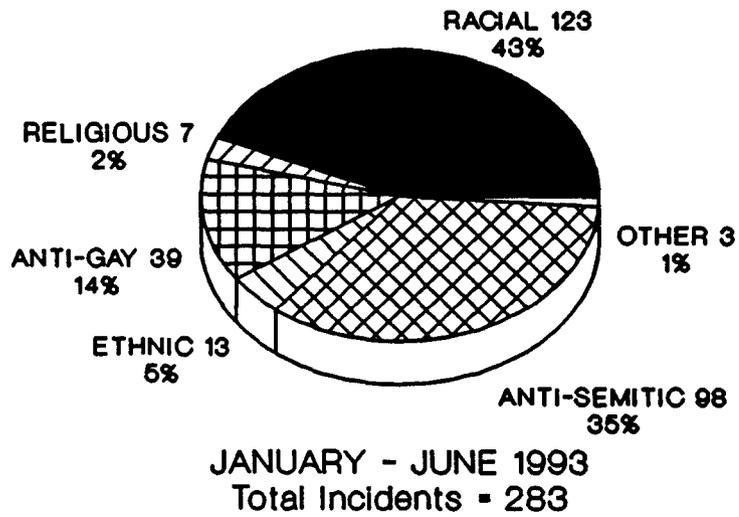
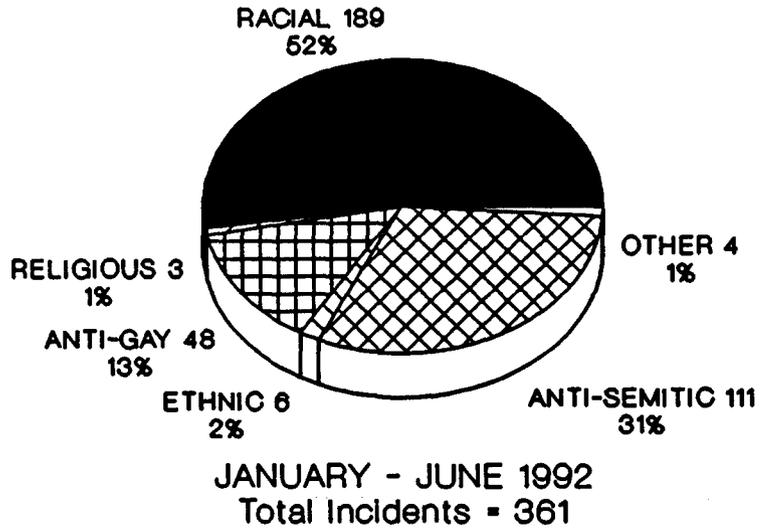
the increased number of incidents reported during January, February and May of 1992.

Most of the Racial incidents continued to be reported in Queens and Brooklyn South¹⁰ combined, where almost half of the total racial cases were reported in 1992 (Figure 17.) One out of every four racial incidents occurred in Queens and almost one in five in Brooklyn South. Dramatic proportional increases were documented in the Bronx, Manhattan South and Manhattan North. On the other hand, incidents reported in Staten Island decreased by nearly half when compared to 1991.

During the first six months of 1993, the number of Racial bias incidents showed an impressive decrease. From January through June 1993 there have been 123 Racial incidents citywide; this represents a 35% decrease compared to the 189 such cases reported during a similar period in 1992. Even though Brooklyn South and Queens

¹⁰See Appendix II for a map of NYPD's reporting areas.

**CITYWIDE BIAS INCIDENTS
NYPD REPORTS
JANUARY - JUNE**



Incidents referred to CCHR by the NYPD.

Figure 14

continued to report the largest number of cases, the former reported a 23% decrease in the number of cases and the latter reported 44% less Racial incidents during the first six months of 1993.

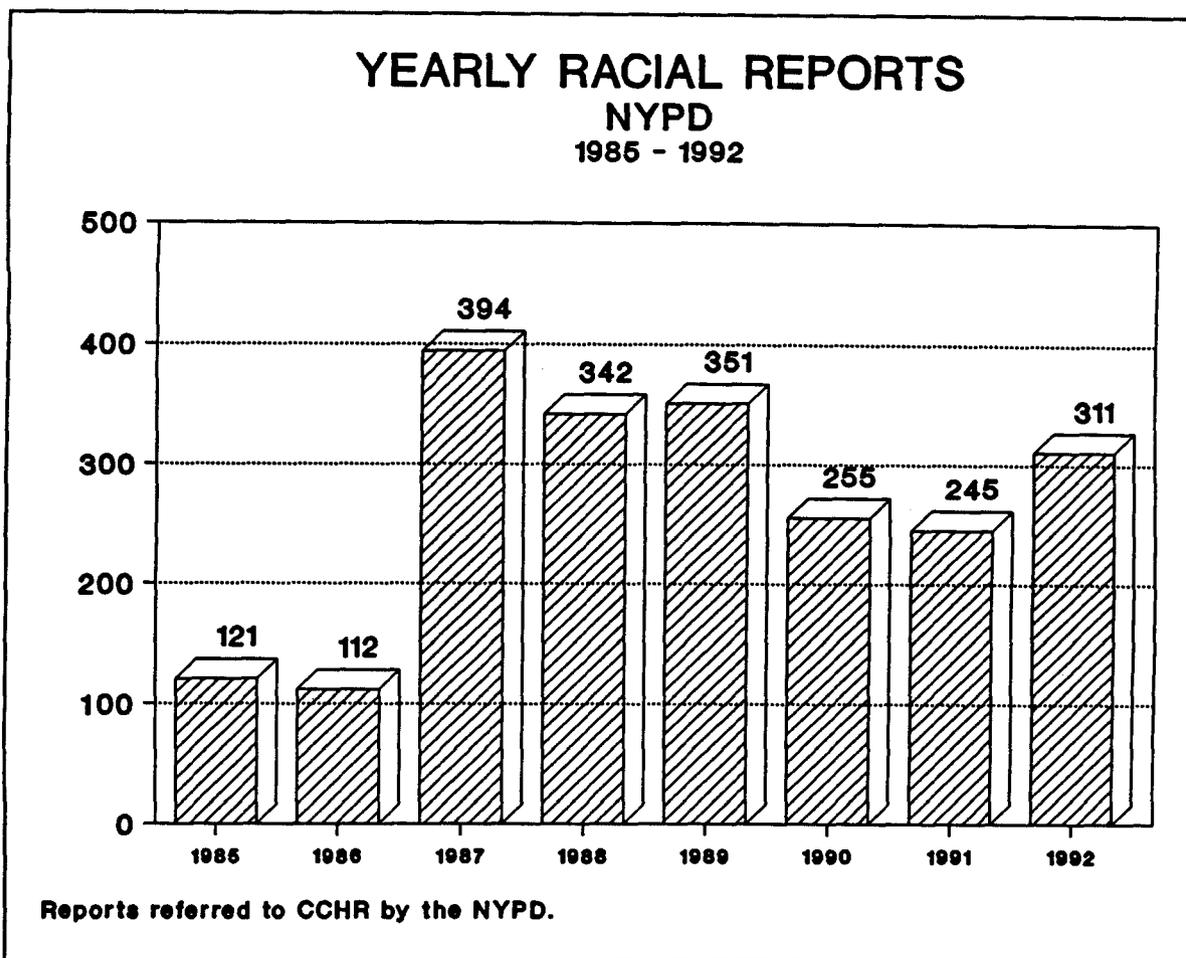


Figure 15

When Racial incidents were broken down according to category of victim¹¹, 41% of the reported incidents were Anti-White, 37% Anti-Black, 15% Anti-Hispanic, 6% Anti-Asian and 1% were Other (Figure 18.) An examination of the criminal classification of the incidents shows that nearly half of the Racial incidents were classified as assault followed by over one-third classified as aggravated harassment.

¹¹ These categories do not necessarily reflect the actual racial or ethnic identity of the victim but, instead, refer to the perpetrator's reason for attacking the victim. For example, an attack perpetrated against a Hispanic woman because she is perceived to be white would be classified as Anti-White. An attack perpetrated against a White woman because her spouse is black would be classified as Anti-Black.

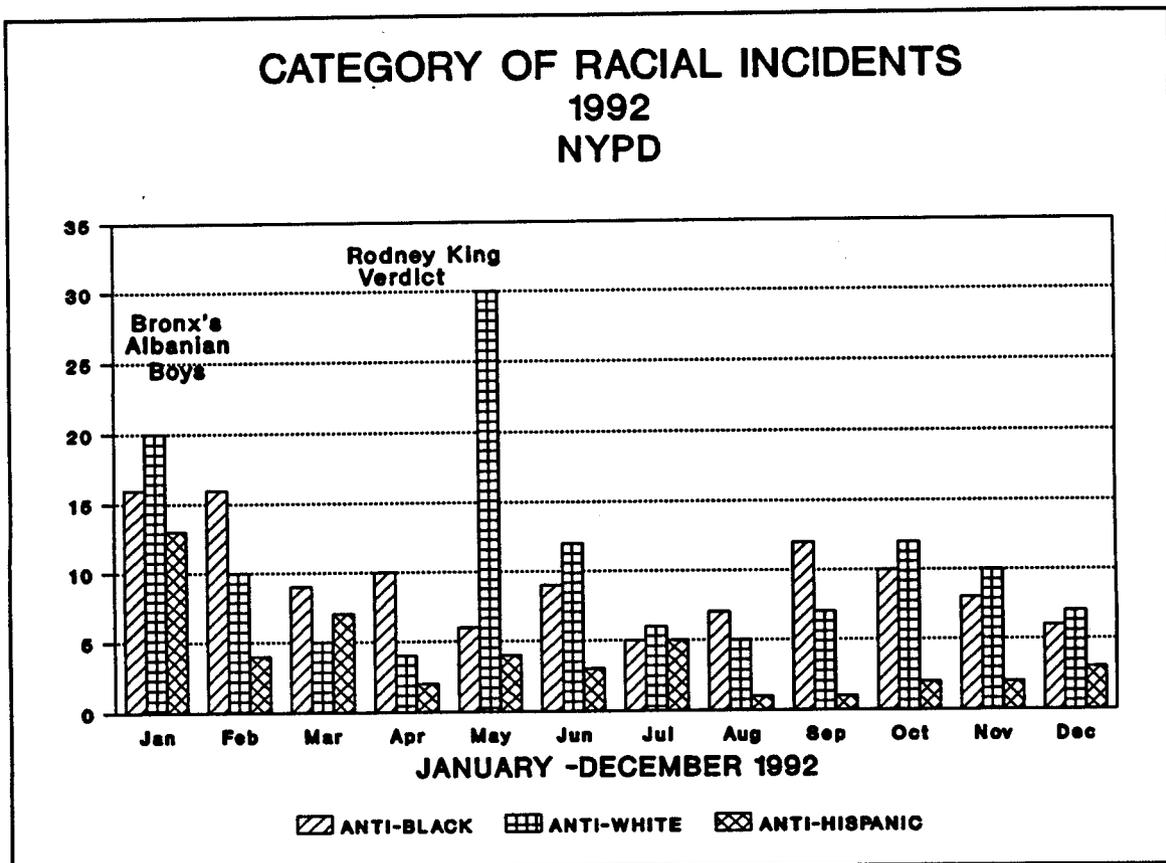


Figure 16

Comparison of Racial incidents according to category of victim also showed important changes from 1992 to 1993 (Figure 19.) During the first six months of 1992, Racial incidents were classified as 43% Anti-White, 35% Anti-Black and 17% Anti-Hispanic. During the similar period in 1993, this distribution changed to 55% Anti-Black 33% Anti-White and 8.1% Anti-Hispanic.

A. Anti-Black Incidents

Until 1991 Anti-Black bias comprised the largest proportion of the total Racially motivated incidents. From 1981 to 1987 Anti-Black cases generally increased. After reaching a peak of 173 reports in 1987, these incidents slowly decreased by half to 86

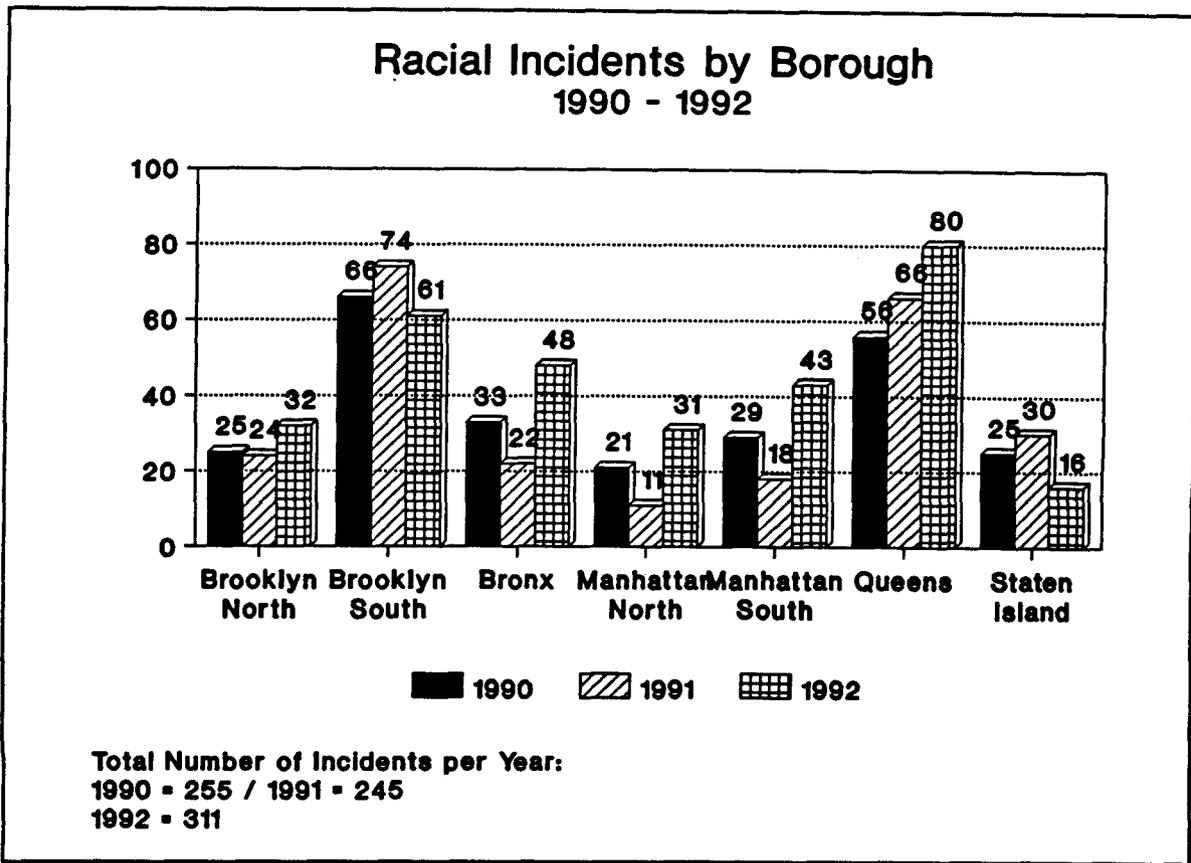


Figure 17

incidents in 1991. In 1992 Anti-Black incidents increased by 33% to 115 cases, 45% out this total were classified as aggravated harassment followed by slightly over one-fifth of cases classified as assault. Then, again during the first six months of 1993, Anti-Black cases comprise the largest single proportion among Racially motivated incidents, totalling 55% of the Racial bias incidents referred to the Commission by the NYPD.

Thirty five percent of the total Anti-Black incidents were reported by women during 1992. Women reported 44% of the harassment and 42% of the aggravated harassment in the Anti-Black category. On the other hand, among racial incidents classified as Anti-Black, men reported 85% of the assaults and 71% of the criminal mischief.

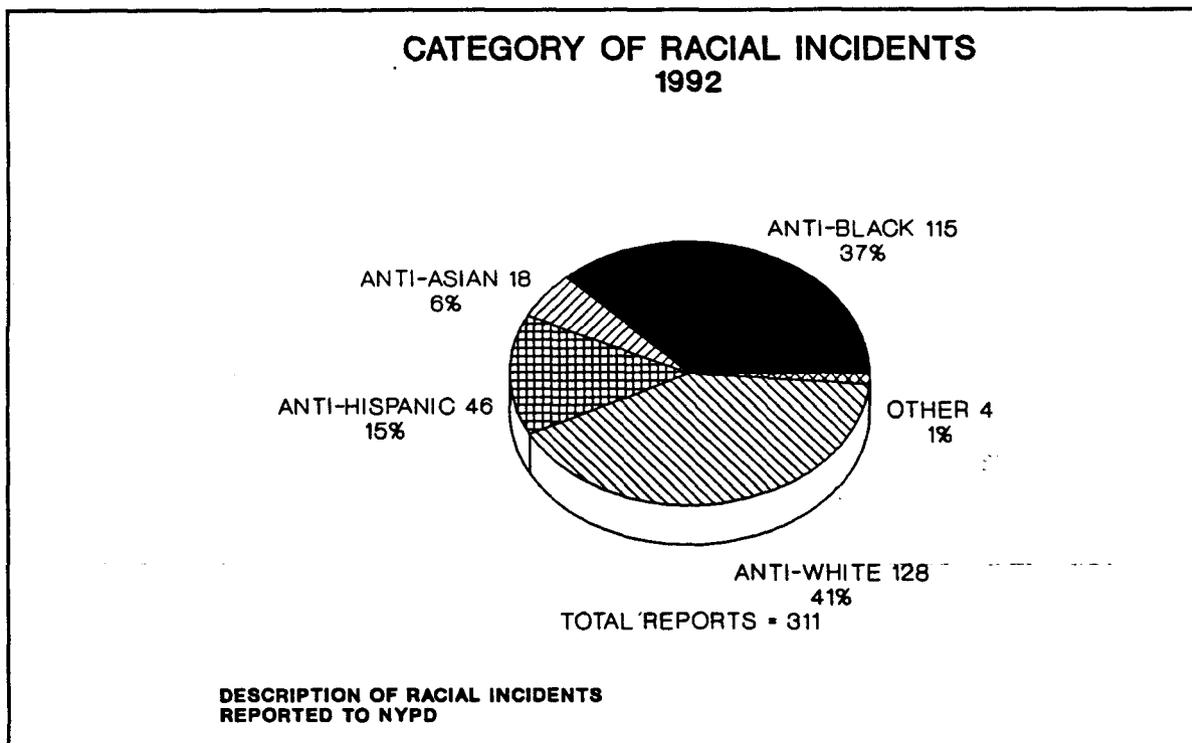


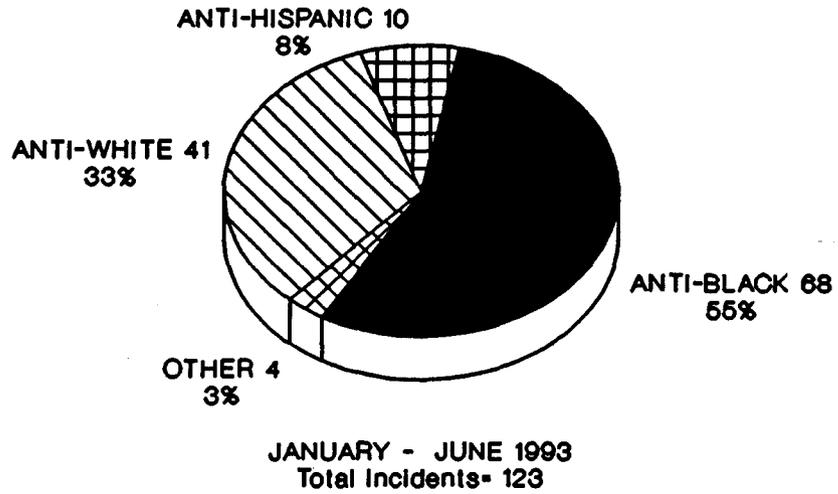
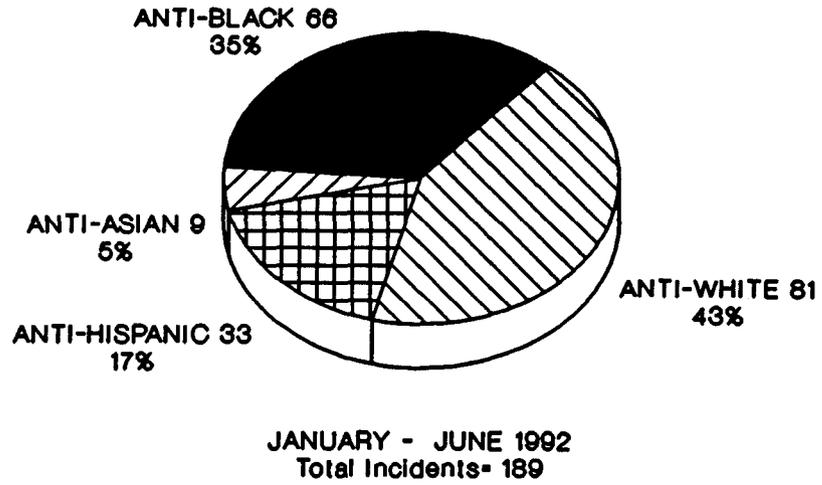
Figure 18

B. Anti-White Incidents

There were 128 (41%) racial reports classified as Anti-White during 1992. Anti-White bias showed sharp increases during the 1991-1992 period. In 1991 they increased by 25% over the preceding year and again increased by over 52% during 1992. This increase included a dramatic number of cases reported during May 1992 in the aftermath of the Rodney King verdict (Figure 16.) Over two thirds of the total Anti-White bias were reported during the first six months of 1993. During that period, the proportion of Anti-White cases reached 43% of the total number of Racial cases during the first six months of 1992.

This dramatic increase in Anti-White incidents was followed by a decrease in the number of incidents during the first six months of 1993. During this period, there were a total of 41 Racial incidents classified as Anti-White bias, half of those reported during the same period in 1992.

CATEGORY OF RACIAL INCIDENTS JANUARY - JUNE



Incidents Referred to CCHR by NYPD

Figure 19

C. Anti-Hispanic Incidents

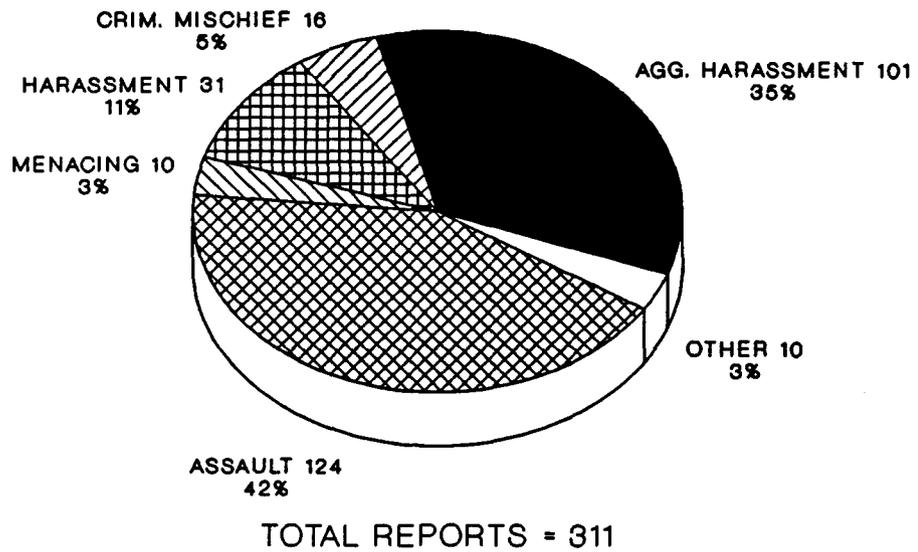
Anti-Hispanic incidents have slowly increased since 1985 when 10 such cases were reported. In 1992 there were 47 Anti-Hispanic incidents reported to the NYPD. Over 70% of these cases were reported during the first half of 1992. Reports of this type of incident also decreased numerically in the first half of 1993 when there were 10 bias incidents (see Figure 19) reported during the first half of 1993.

D. Anti-Asian Incidents

The first incidents classified as Anti-Asian were received in 1985. Since those initial 6 cases, reports of Anti-Asian incidents have increased to 22 in 1992¹². None of the Racial incidents were described as Anti-Asian during the first six months of 1993. (A total of 7 bias incidents reported as committed against people of Asian origin were classified as Ethnic incidents by the NYPD during 1993.)

¹²There were another 9 bias incidents against people of Asian origin or ancestry which were classified as Ethnic incidents by NYPD in 1992. Ethnic bias is a crime motivated on the perceived ethnicity or national origin of the victim.

CITYWIDE BIAS INCIDENTS 1992 CRIMINAL CLASSIFICATION OF RACIAL INCIDENTS



**CLASSIFICATION OF RACIAL
INCIDENTS REPORTED TO NYPD.**

Figure 20

E. Criminal Classification of Racial Incidents During 1992

A review of all bias incidents documented during 1992 showed that the criminal nature of the cases did not change as compared to 1991. The main criminal classifications of incidents during 1992 were aggravated harassment and assault which accounted for 36% and 28% of the cases and criminal mischief which accounted for another 18%. In 1991 those criminal categories accounted for 35%, 28% and 17% of the incidents respectively. Nevertheless, analysis of the bias data showed that **Racial incidents** became more violent in 1992. During 1991, 33% of the racial incidents were classified as assault and another 37% as aggravated harassment. In contrast, during 1992 the proportion of assault increased to 42% of the Racial incidents as aggravated harassment declined slightly to 35% of the cases (Figure 20.) The increased proportion of racial incidents involving assault reflected the degree of violence intergroup tensions reached during 1992.

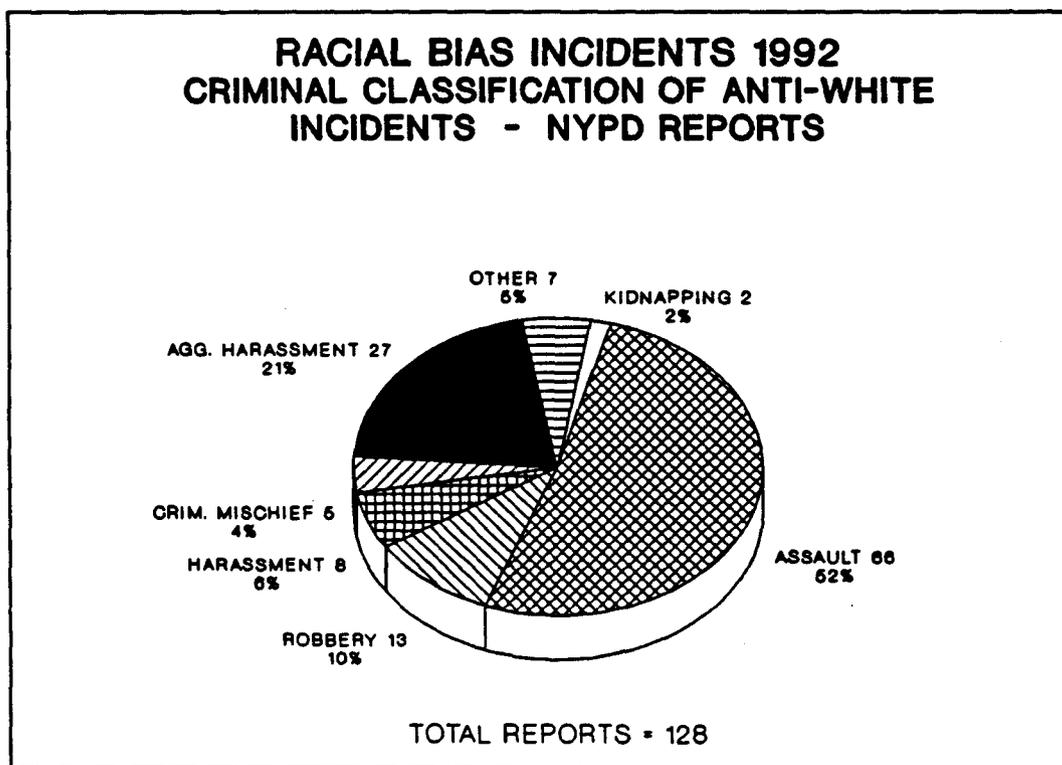


Figure 21

Anti-White racial incidents turned particularly violent during 1992, involving a higher proportion of assault and robbery than in previous years. Over half of the Anti-White bias incidents involved assault and another 10% robbery during 1992 (Figure 21.) In addition, there were 2 kidnapping cases classified as racially motivated.

Even as the total number of Anti-Black racial incidents increased by 32% from 86 cases in 1991 to 114 in 1992, the criminal classification of Anti-Black racial incidents during 1992 did not change substantially compared to 1991. Aggravated harassment continued to be the largest category followed by assault, among Anti-Black incidents documented by NYPD in 1992 (Figure 22.) Cases of aggravated harassment increased slightly from 41% to 45% and severely violent cases decreased slightly from 27% to 23% (there was a homicide case during 1991.)

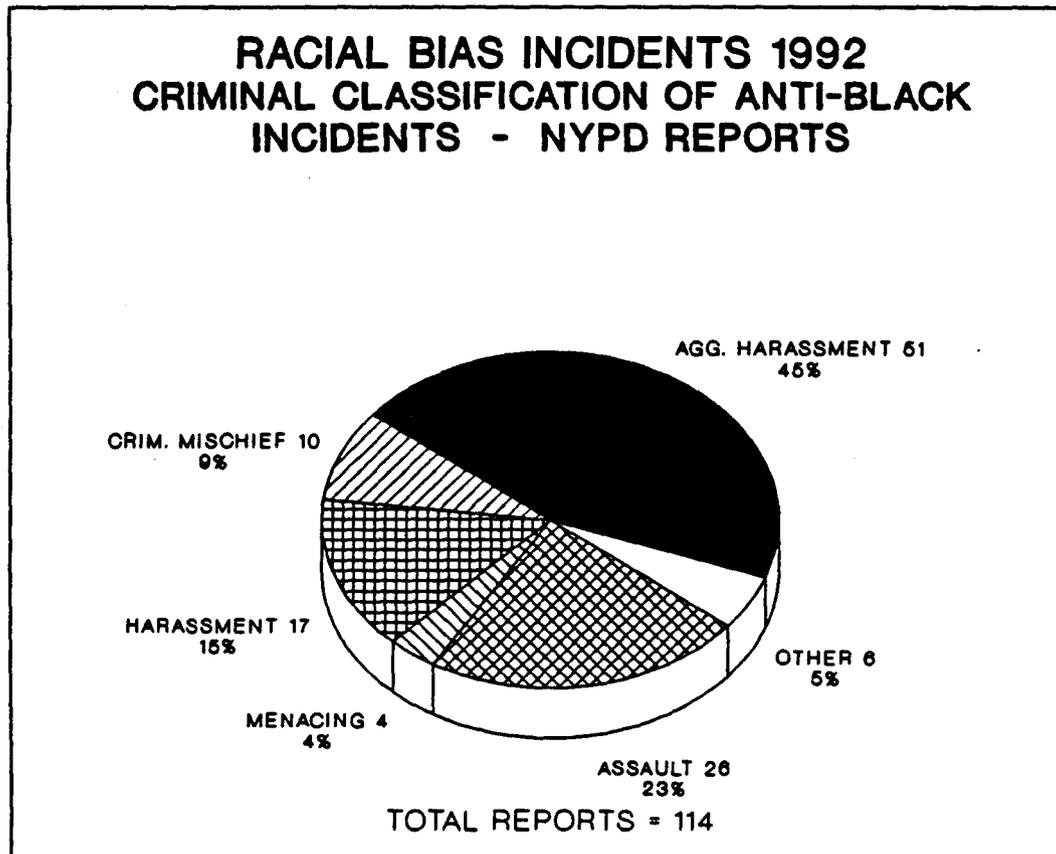


Figure 22

Anti-Hispanic incidents showed a tendency to be more violent in 1992 compared to 1991. The 38 cases referred to the Commission by the NYPD in 1991 included 29% assault and 45% aggravated harassment. In contrast, in a total of 47 reported during 1992 the proportion of assault rose to 49% and the cases of aggravated harassment reached 32% (Figure 23.)

Among 18 Anti-Asian Racial incidents in 1992, aggravated harassment accounted for 39% and assaults for 33%, showing no significant changes from the previous year (Figure 24.)

**RACIAL BIAS INCIDENTS 1992
CRIMINAL CLASSIFICATION OF ANTI-HISPANIC
INCIDENTS - NYPD REPORTS**

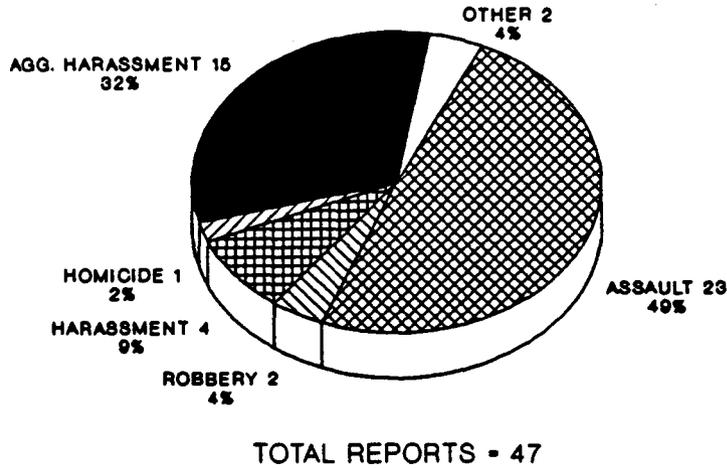


Figure 23

**RACIAL BIAS INCIDENTS 1992
CRIMINAL CLASSIFICATION OF ANTI-ASIAN
INCIDENTS - NYPD REPORTS**

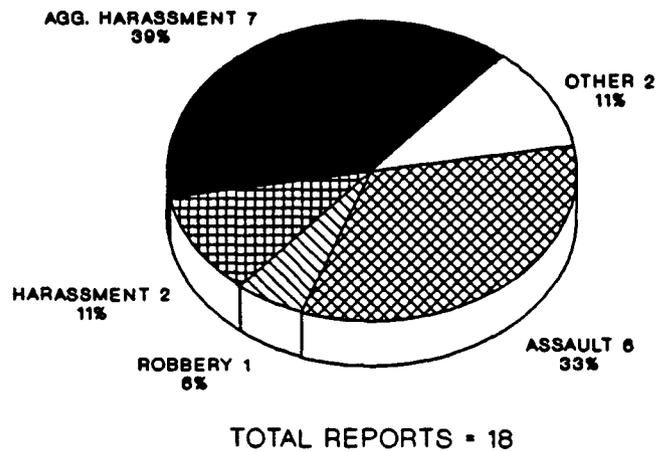


Figure 24

II

Anti-Semitic Incidents

Anti-Semitic¹³ activities have been reported most frequently in the areas of Brooklyn South and Queens where tensions have erupted between orthodox Jewish communities and African-Caribbean or African-American communities. Some of the tensions are known to have roots in the dispute over distribution of services and access to housing. Nearly half of Anti-Semitic incidents were classified as criminal mischief - intentional damage of property- followed by over one third involving aggravated harassment during 1992.

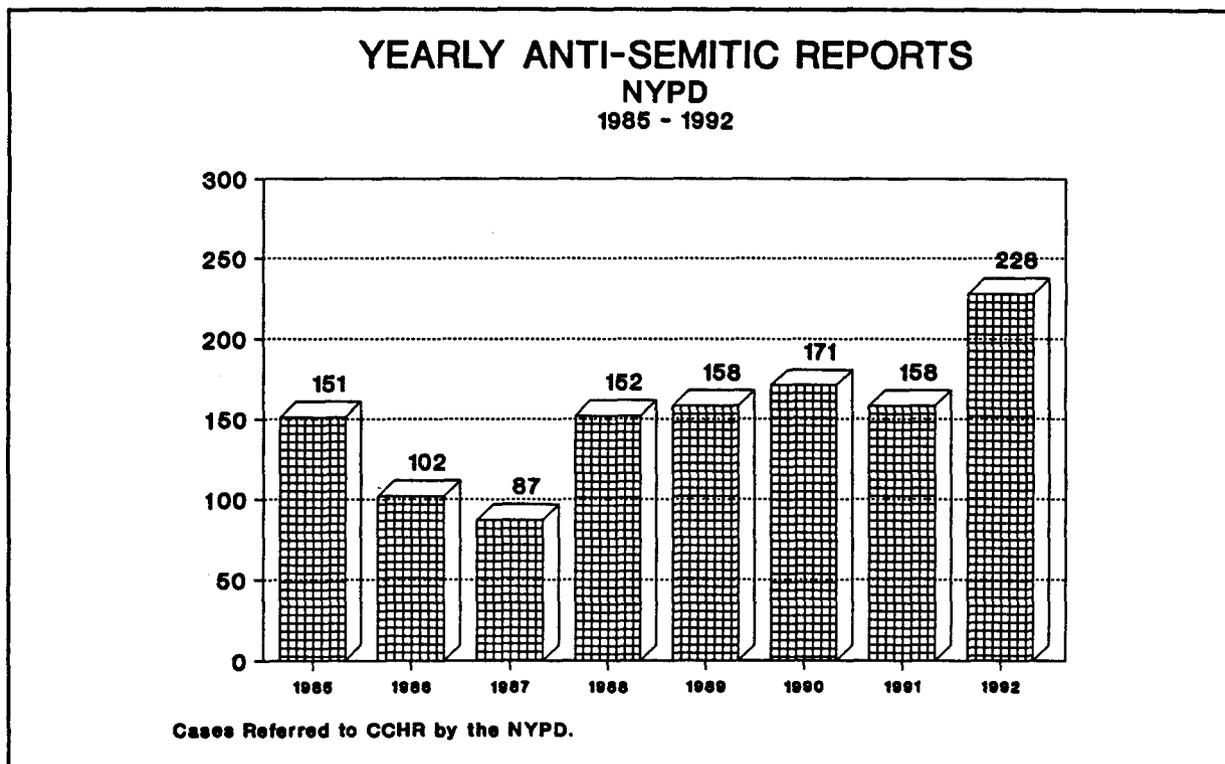


Figure 25

¹³ Anti-Semitic bias involves anti-ethnic as well as anti-religious elements. Perpetrators act on the basis of perceived ethnic, cultural or religious traits. These types of incident were once classified as religious bias but, due to their complexity, they required a particular analysis and classification. Thus, a class of incidents called "anti-semitic" was added.

String of Anti-Semitic Incidents

A string of Anti-Semitic incidents were denounced by Mayor David Dinkins and other city leaders during October 1992. The incidents coincided with the High Holy Days of the Jewish calendar.

On October 3, a 12-year-old boy walking home from religious services was attacked by three teenagers. In another incident Saturday evening in the Bronx, a young woman was walking with her 7 year-old brother when six white men in a car pulled up, yelled racial epithets at them and threw a lighted cigarette that hit the woman in the head. An hour later, in Staten Island, two men tried to force a young Hasidic man into a car. On Sunday morning, the window of an apartment occupied by a Jewish woman was smash by a tire jack thrown by four Hispanic men yelling anti-Semitic slurs. On October 13, a young man was hit several times in the face by a man making anti-Semitic remarks.

These incidents seemed to be part of a string of anti-Semitic activities initiated on the night of October 8 when swastikas were painted in two separated incidents in Riverdale and Roosevelt Island. A 20-year-old man was arrested in connection with the Riverdale graffiti and three young teenagers in relation to the painting in the in the second case.

Anti-Semitic bias has shown a continuous nearly upward trend since 1988 when a 75% increase over the 87 cases documented in 1987 was reported. A high of 171 reports was reached in 1990 and then a slight decrease occurred in 1991. The 228 cases documented in 1992 represents a 44% increase over the 158 cases reported in 1991 (Figure 25.) This was the largest proportional increase among the major types of incidents during 1992. During January-June 1993, however, Anti-Semitic bias decreased by 12% compared to the 111 cases reported during the first half of 1992. In January-June 1993, a total of 98 cases represented 35% of the total bias reported to NYPD.

During 1992, reports of Anti-Semitic bias increased dramatically during October mainly as consequence of the disputes in the front of the Brooklyn court house during and immediately after the verdict in the case of Lemrick Nelson, who was acquitted on the

charges of stabbing Yankel Rosebaum during the Crown Heights riots, and during December when a homeless black man was allegedly assaulted by a group of Hasidic men in Crown Heights. Anti-Semitic incidents also had increased considerably from March through June of the same year. During this period a group of Yeshiva students were attacked in March and in April at least a dozen of hate mail letters were directed to teachers at a high school in Manhattan (Figure 26.)

The largest number of Anti-Semitic cases have been reported in the area of Brooklyn South which had accounted for about one third of this type of incidents during each of the last three years and for 40% during January-June 1993. Another area of important Anti-Semitic activity has been Queens which reported 20% of these cases in 1992 and 18% of them during the first six months of 1993 (Figure 27.)

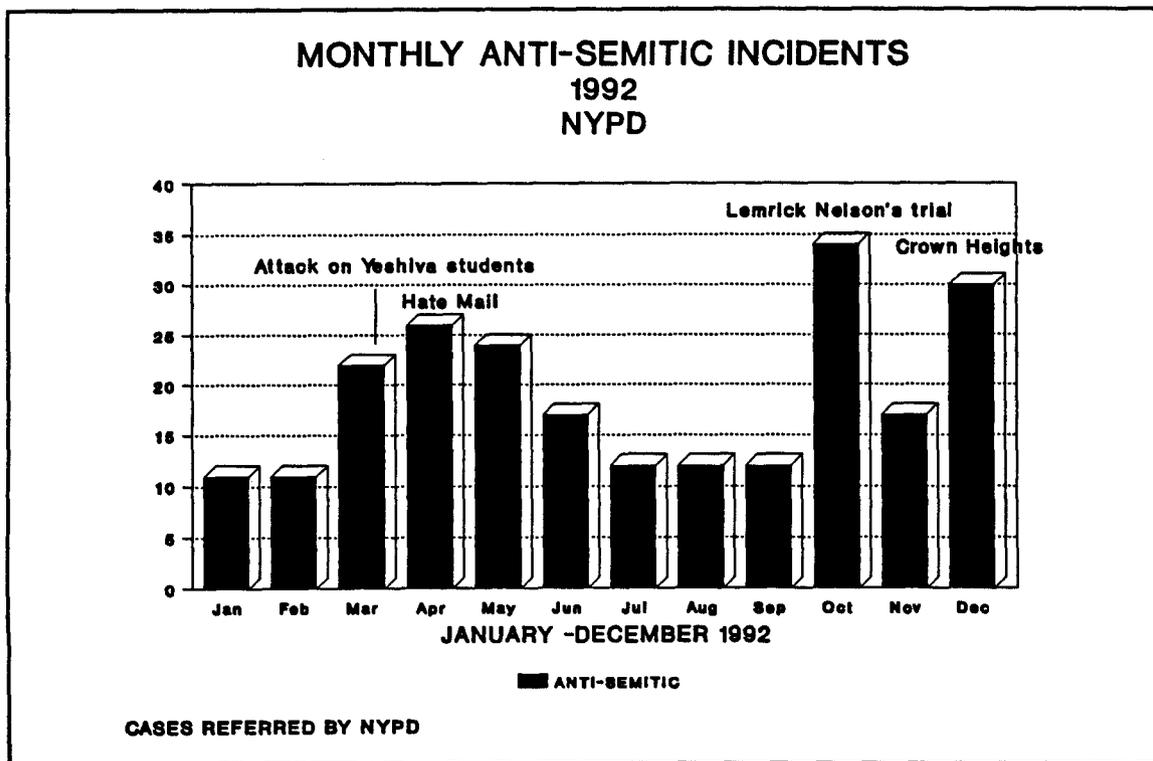
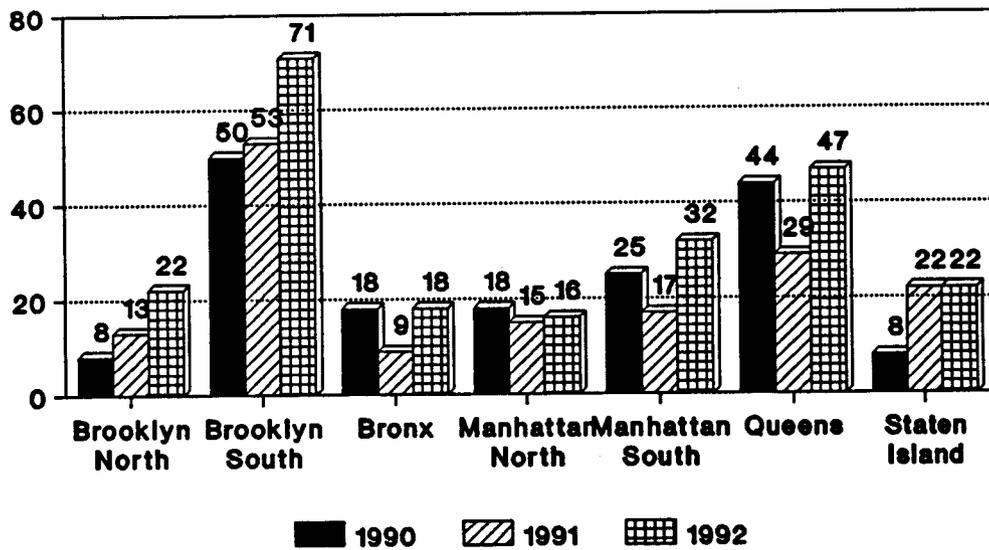


Figure 26

Anti-Semitic Incidents by Borough 1990 - 1992



Total Number of Incidents per Year:
 1990 = 171 / 1991 = 158
 1992 = 228

Figure 27

III

Anti-Gay Incidents

Reports of Anti-Gay incidents have shot upwards several times since its documentation began in 1985. For example, one of the dramatic increases occurred from 1989 to 1990 when this type of incident went up by 112.5% from 48 to 102 cases. In 1991, Anti-Gay reports decreased by 15% to 89 cases. The 100 incidents reported in 1992 represent a 12% gain over the previous year (Figure 28.) From January through June 1993, however, there has been a 19% decrease in Anti-Gay cases compared to the same period in 1992. A total of 38 cases were reported during the first half of 1993.

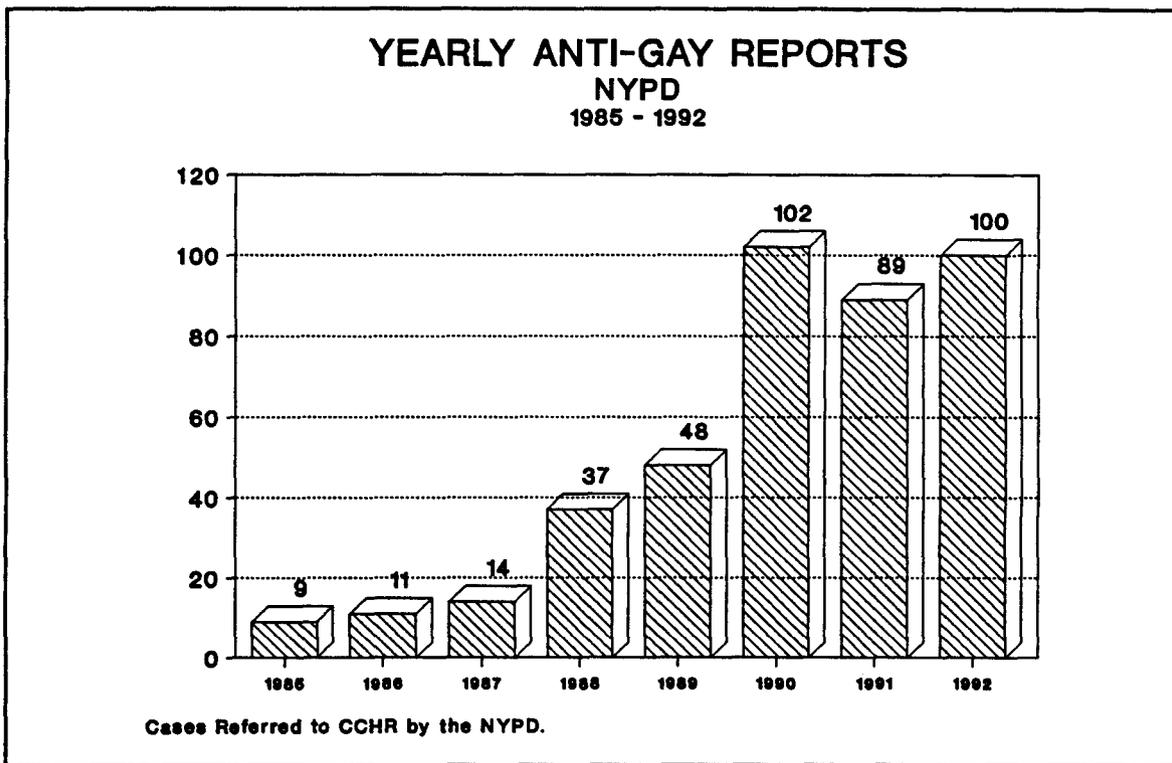


Figure 28

Anti-Gay incidents are overwhelmingly concentrated in the area of Manhattan South, which reported over 60% of the cases in both 1992 and the first six months of 1993 (See figure 29.)

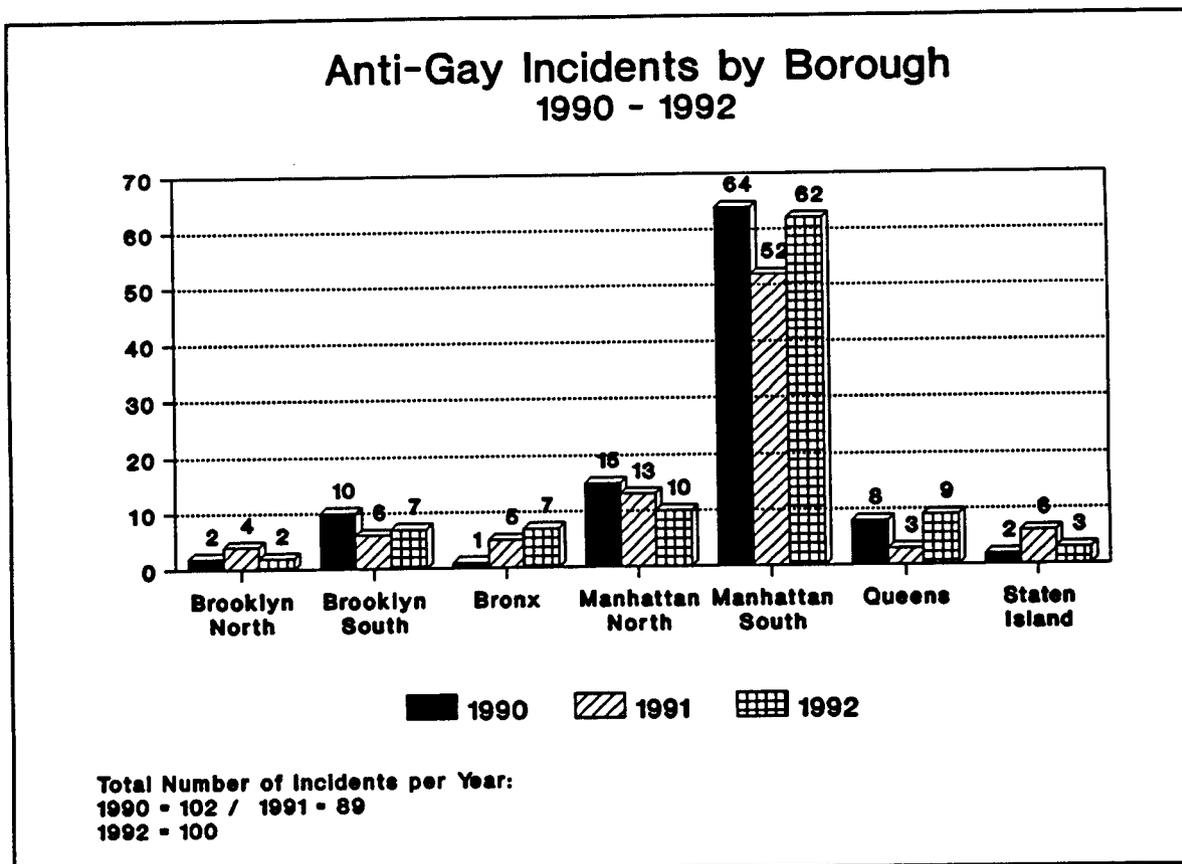


Figure 29

During the last two years, nearly half of this type of incident have been classified as assault and, most of the time, perpetrators are outsiders who have travelled to areas labeled as "gay areas" with the purpose of victimizing people who they perceived as being gay.

Anti-Gay incidents were likely to be more violent than the other types of bias incidents, with the exception of Racial Anti-White cases during 1992. In that year, 44% of the Anti-Gay cases were classified as assault and another 23% as aggravated harassment by the NYPD.

IV

Ethnic and Religious Incidents

There was a large increase in Ethnic incidents, which totalled 53 in 1992. However this was a direct consequence of two episodes of hate mail directed at people with surnames of German origin during August, 1992. A total of 28 anti-German letters containing threats and slurs were sent to Queens residents. The perpetrator(s) apparently located them through the phone book. Other incidents were filed by 9 Asian and 4 Arab victims.

During January-June 1993, there have been 13 Ethnic incidents, including 7 cases perpetrated against people of Asian origin or ancestry, referred to CCHR by the NYPD. These 13 cases more than double the 6 Ethnic bias incidents reported during the first half of 1992. Disturbing anti-immigrant feelings seem to account for this abrupt increase in the number of Ethnic cases.

Religious incidents comprised 5 cases or less than 1% of the total incidents referred to the Commission on Human Rights during 1992. Two of these incidents targeted places of worship. One of them involved destruction of property in a church and the other case was an attempted arson against a Hindu place of worship.

V

Activity by Borough

All city areas, with the exception of Staten Island, reported an increased number of bias incidents during 1992. The areas of Queens, Manhattan South and Brooklyn South continued to be the main sources of bias incidents. During 1992 they reported the largest number of incidents with 166, 153 and 145 cases respectively. It is noteworthy to mention the increase in all types of incidents occurring in the area of Manhattan South, which reported higher proportions of Racial and Anti-Semitic cases than in the past years. Staten Island reported 46 cases, the lower number of incidents in the city (see chart on page 3.)

The Bronx, which during 1991 reported the lowest number of bias cases, reported the largest proportional increase by 90% (from 40 to 76 cases) during 1992. Other important proportional increases occurred in Manhattan South and Queens where the incidents went up by 66% and 62% respectively when compared to 1991.

The reports received during the first six months of 1993 showed a decreased number of bias incidents in all New York City areas in comparison to the same period in 1992. As in the previous period, the areas reporting the largest number of incidents are Brooklyn South, Queens and Manhattan South. At the same time, the Bronx and Staten Island each reported 35% decrease in the number of incidents; cases in Manhattan North, Queens and Manhattan South decreased by 33%, 25% and 15% respectively.

A. Activity by Community Board¹⁴

The review of the Bias activity by Community Board (See Appendix I) provides us with a geographically detailed account of the type of bias related incidents in each area. As

¹⁴For the number and type of bias incidents reported by community board see Appendix I.

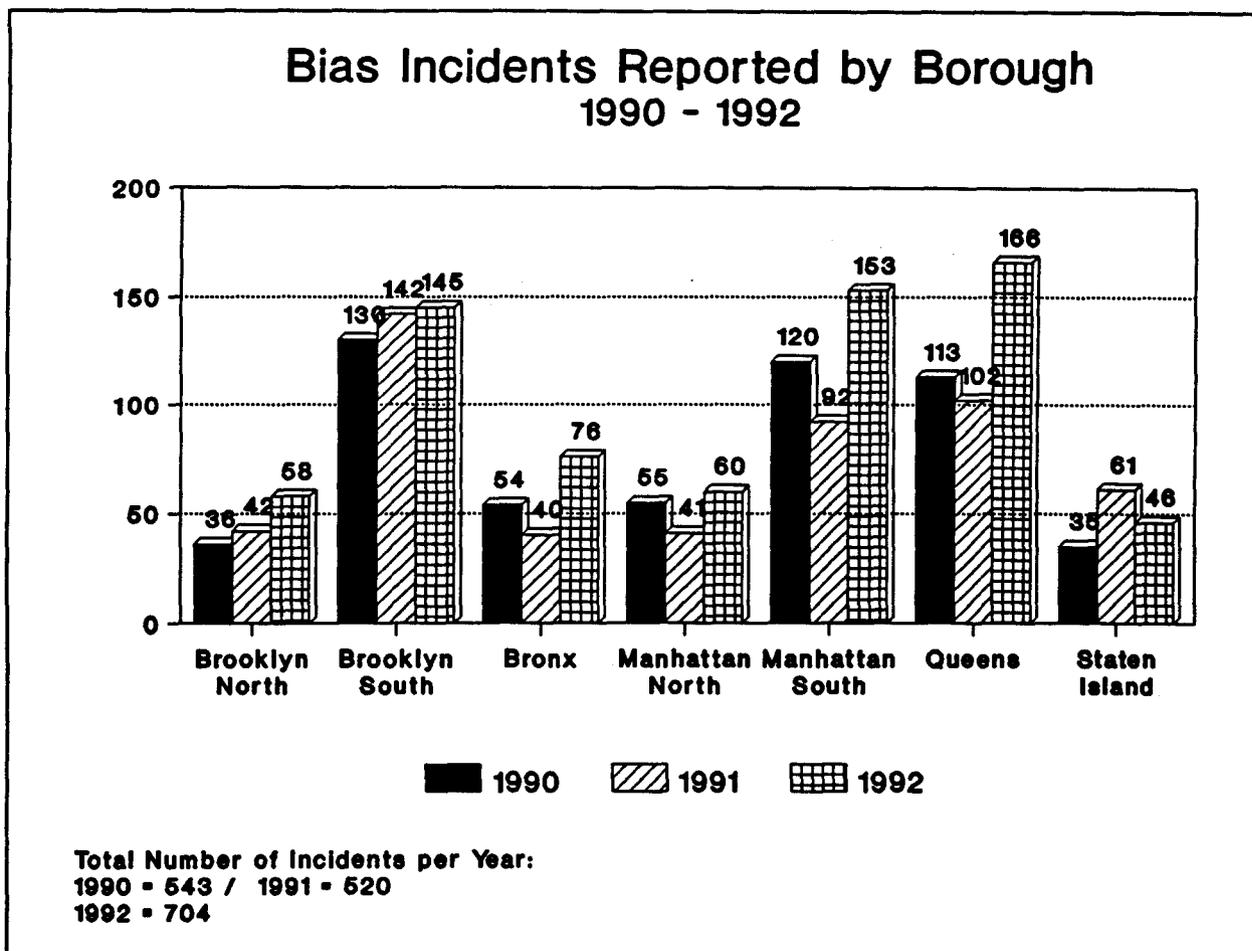


Figure 30

it is mentioned in previous sections of this report, Racial, Anti-Semitic as well as Ethnic bias incidents are likely to be a by-product of changing demographics and influxes of new ethnic populations. Housing conditions, overcrowding and economic situation are some of the conditions that affect the levels of community conflict.

1. Brooklyn

Community boards 1, 2, 9 and 18 and reporting 20 or more bias incidents each, were the location of almost half of the total bias activity reported in Brooklyn during 1992. Each one of them registered high numbers of either Racial or Anti-Semitic incidents.

During January-June 1993 there were 97 bias incidents reported from the area of

Brooklyn. The geographical distribution of the incidents showed that as in 1992, CBs 1,2,9,18 plus CBs 11 and 14 reported well over half of the total number of bias incidents in Brooklyn.

Community Board 9 (which includes Crown Heights South) and CB 1 (Williamsburg and Greenpoint) reported 27 and 24 bias incidents respectively during 1992. In particular, these were areas of intense Anti-Semitic activity as shown by the 21 Anti-Semitic cases reported in CB 9 and the 14 in CB1 during 1992 and another 8 and 7 Anti-Semitic cases reported from January-June 1993. A review of the demographics changes in these areas shows important gains in all ethnic groups, white non-Hispanic, blacks and Hispanic, suggesting increasing tensions as a result of overcrowded housing conditions and frictions resulting from access to public services.

Community Board 2, which includes the areas of Downtown Brooklyn, Brooklyn Heights and Fort Greene, showed a total of 21 bias cases during 1992. These included 15 Racial, 4 Anti-Semitic and 2 Anti-Gay bias cases. A review of the demographics from 1980 to 1990 shows no important changes in the ethnic composition or size of the population in this area, thus, eliminating the reasons which accounted for the problems in CBs 1 and 9. Further review of the racial cases revealed that in 11 out of those 15 cases white people, who comprised one third of the population in the area, were the target of bias attacks. Sometimes Anti-White incidents occurred where white population comprises a smaller proportion of the total population than traditional ethnic minorities. Thus, during 1992 widespread tensions generated as a consequence of widely publicized bias incidents may have triggered the higher than usual number of incidents reported in those areas.

Community Board 18, which includes the Canarsie area, reported 23 bias cases, 15 of them were classified as Racial incidents, including 7 Anti-White and 6 Anti-Black during 1992. Moreover, an additional 19 bias incidents, including 10 Anti-Black and 8 Anti-Semitic were reported from January to June 1993.

The history of Canarsie during the last 20 years, shows many incidents of resistance to school and housing integration. In particular, during the last five years most of the

incidents have been motivated as reactions to ethnic minorities moving into the neighborhood. The decline in the proportion of white population in the area, from 87% in 1980 to 70% in 1990, shows that the dynamics of racial change is an important factor underlying the many incidents. The resistance to housing integration is a well documented issue in this community.

Community Board 11, 15, 14 and 6 also showed an impressive number of bias cases during 1992. High number of Anti-Semitic and Racial incidents was documented in CBs 14, 15 and 11 during 1992. Community Board 6 reporting 3 Anti-Gay cases, was the area with the highest number of these types of incidents in Brooklyn alongside a moderately high number of Racial and Anti-Semitic cases during 1992.

2. The Bronx

Community Boards 11, 8, 10 and 12 reported 52 (68%) out of a total of 76 bias incidents documented in the Bronx during 1992. The same CBs, with the exception of CB 2, continued to report the largest number of bias cases from January through June 1993.

Community Boards 11, 8 and 10 are middle class districts with majority white populations in the North Bronx area. It seems that resistance to housing integration and to the increasing numbers of other ethnic groups is one of the main factor of ethno-conflicts in these boards.

Community Board 11, which includes the neighborhoods of Morris Park, Bronxdale, Van Nest, Laconia and Pelham Garden, has reported the highest number of cases during two consecutive years, 1991 and 1992, in the Bronx. During 1992 there were a total of 15 bias cases reported in this area, including 9 Racial and 5 Anti-Semitic cases. The relatively high number of Racial incidents targeting Hispanic (5) and black people (3) seems to confirm the resentment of certain neighbors for the growing presence of these two ethnic groups which comprise 24% and 12% of the population respectively.

In Community Boards 10 and 12¹⁵, the situation of change and integration seems to find the same resistance and difficulties as in CB 11. There were a total of 5 Anti-Black, 2 Anti-Hispanic and 2 Anti-White incidents in CB 10 as well as a total of 5 Anti-Hispanic, 3 Anti-White and 1 Anti-Indian in CB 12. These bias incidents are testimony to the conflict arising from fast growing black and Hispanic populations in CB 10 and the fast decreasing white population in CB 12.

Riverdale, in Community Board 8, has been the location of bias attacks targeting a visible Jewish orthodox congregation in the area. There were a total of 14 bias incidents in CB 8 which included 8 Anti-Semitic, 4 Racial and 2 Anti-Gay cases. The racial cases included 3 Anti-Black and 1 Anti-Hispanic incident.

3. Manhattan

The Borough of Manhattan reported the highest number of bias incidents during 1992. But, Manhattan's two geographical areas have a distinct contrast in the type of bias activity and numerical trends. The data compiled during the first half of 1993 revealed a 20% decrease in the bias incidents reported in the Borough of Manhattan as a whole compared to the first six months of 1992. This decrease was in the order of 33% in Manhattan North and 15% in Manhattan South.

Manhattan South has characteristically been the area with the highest number of Anti-Gay incidents citywide but, at the same time, a trend toward increase in other type of bias activity has been emerging. For example, during 1992 Racial cases were more than twice as many as the ones reported in 1991 and Anti-Semitic incidents increased almost two-fold over the previous year. Moreover, both Anti-Gay and Racial incidents reached 25 reported cases from January through June 1992. These same types of cases reached 23 and 22

¹⁵Community Board 10 in the Bronx includes the areas of Throghs Neck, Pelham Bay, Eastchester Bay and Co-Op City. CB 12 includes Olinville, Baychester, Eastchester, Williamsbridge, Woodlawn, Edenwald and Wakefield.

incidents respectively in a similar period during 1993.

Manhattan South, which includes CBs 1 through 6, has a mostly white, non-Hispanic, population which has showed little change in the 1980-1990 period, with the exception of CB 1, which has a relatively small but rapidly increasing white population due to the construction of new housing in the area during the 1980's. All other CBs have witnessed a rapid increasing proportions of Asian arrivals, who have become almost one third of the population in CB 3. At the same time, Hispanic population have decreased in CBs 3 and 4; nevertheless they still comprise one third of the population in CB 3 and over one fifth of it in CB 4. Black population is relatively small in Manhattan South, never above 10% of the total.

The high number of Anti-Gay cases in Manhattan South has been especially disturbing. Past review of this type of cases has shown that Anti-Gay attacks are mostly committed by groups of youths, who travel to the area with the particular purpose of bashing people perceived to be gay. Most of these attacks have regularly taken place in Community Board 2 (Greenwich Village and Soho), CB 3 (Lower East Side and East Village) and CB 4 (Chelsea and Clinton) and to a lesser extent in CBs 1, 5 and 6.

Racial incidents increased during 1992 but, in each board they had different connotations in CBs 2 and 4 the attacks were mostly Anti-White but, in CBs 3 and 6 they were mostly Anti-Black.

Manhattan North, which includes Cbs 7 through 12, has majority proportions of white populations in CB's 7 and 8, West Side and East Side areas, black majority in CB 10, Central Harlem and Hispanic majority in Cbs 12 and 11, Washington Heights and El Barrio respectively. Community Board 9, which includes Morningside Heights, Manhattanville and Hamilton Heights, has a more diverse population with 39% black, 36% Hispanic and 20% white.

The areas of high bias activity in Manhattan North during 1992 were CBs 7, and 8, West and East Side respectively each reporting 18 cases of hate crimes. Community Board 7 has shown an alarming increase in bias crimes activity during the past few years and

through the first six months of 1993. During 1992, Racial bias documented in these areas included 5 Anti-White and 3 Anti-Black cases in the West Side and 3 of each Anti-White and Anti-Black in CB 8. From January through June 1993 there have been 8 Bias cases - including 4 Anti-Black and 2 Anti-Gay reported in the West Side and another 9 incidents in the East Side.

Anti-Semitic bias has been recurrent in Community Board 8 and 12 which reported 6 and 5 cases respectively in 1991. During 1992 there were 5 cases each in CB 7 and 8 and another 4 in CB 12. In addition, there have been 5 of these incidents in CB 8 and only one of these cases in CB 12 reported during the first half of 1993.

Anti-Gay incidents have increased in both CB 7 and 8 in the recent years but, during 1992 even though they remained high compared to the rest of the area, they slightly decreased with respect to 1991.

Community Boards 9, 10 and 11 and 12 reported fewer cases than the other areas of Manhattan. Nevertheless, three of these Boards, CB 9,10 and 11, reported an increased number of racial incidents compared to previous years during 1992

4. Queens

Queens has been one of the areas reporting a large number of bias incidents during the past years. It is also one of the areas where the major shifts of population have occurred in the City. There were a total of 166 bias cases documented in Queens during 1992, including 80 Racial and 47 Anti-Semitic incidents. The Community Boards with most activity reported were CB 7 (Flushing) and 10 (Howard Beach and Ozone Park) each of them reporting 24 cases, which includes 12 racial incidents in the CB7 and 16 in CB 10. High but less intensive reports of bias activity were also documented in CBs 1, 5, 13, 9, 14, 8 and 3. In the Flushing area, Racial incidents included 6 Anti-Black and 5 Anti-White cases; in the Howard Beach Ozone Park area they included 7 Anti-Black and 7 Anti-White.

Focus of Anti-Semitic activity were CBs 7 and 8 which reported 7 and 8 cases respectively.

Nevertheless the 53 bias incidents recorded during the first six months of 1993, showed a 25% decrease in relation to the 71 incidents documented during the first half of 1992. During the January - June 1993 period, the bias reports showed that almost one third of the cases occurred in CB 1 and CB 6 . The number of incidents in Queens community boards ranged from as many as 1 Racial case in each CB 5 and 4 to as many as 7 bias cases in CB 6 and 9 cases in CB 1.

The nature of the incidents reported in CB 7 and 8 during 1992 is explained in part by the tremendous population changes that have occurred in the area during the last 10 years. In each of these areas there have been huge increases in the number of ethnic minorities from 1980 to 1990. In Flushing, Asians account for 22% of the population and Hispanics have grown to account for 15%; at the same time the white population, which comprises 58% of the total in the area, decreased by over 17%. In CB 10, the white population accounting for 54% of the total, decreased by 22% in 10 years, as black and Hispanic increased to be each 20% and 18% of the population respectively.

5. Staten Island

During 1992, Community Boards 2 and 1 in Staten Island reported most of the bias incidents in the area. In particular, those two CBs have been a focus of growing Anti-Semitic tensions in the area. During 1992, CB 2 reported 11 Anti-Semitic cases out of a total of 20 bias and CB 1 reported 6 Anti-Semitic out of a total of 19 bias reports. ~~Rail~~ incidents decreased in comparison to 1991 but nevertheless, the number of cases reported during 1992 are still relatively high for the area. Five Anti-Black and 3 Anti-White cases were reported in CB 1, and another 2 of each Anti-Black and Anti-White incidents occurred in CB 2. Community Board 3 reported only 2 Anti-Black bias reports. In addition, Anti-Gay cases have also been a matter of concern because of increased number of cases reported in the past but, during 1992 only 3 Anti-Gay incidents were reported, all of them in CB 1,

down from 6 documented in 1991.

From January through June 1993, a total of 16 bias cases were reported in the area which is a 30% decrease compared to 23 cases documented over a similar period in 1992. The incidents - which included 8 Racial and 5 Anti-Semitic bias - were mostly reported in CB2 where a total of 7 cases included 3 Anti-Black and 1 Anti-Hispanic incidents along with 2 Anti-Semitic incident.

Appendix I
Bias Incident Reports
NYPD

Bias Incident Reports by Quarters 1989 - June 1993 NYPD					
Quarter \ Year	1989	1990	1991	1992	1993*
January - March	122 21%	132 24%	87 16.7%	172 24%	121
April - June	109 18%	174 32%	107 20.6%	189 26%	162
July - September	187 32%	132 24%	181 34.8%	160 22%	-
October - December	156 27%	105 19%	145 27.9%	183 25%	-
Total	574 100%	543 100%	520 100%	704 100%	283 100%

* Period from January through June 1993 only.

Types of Bias Reports by Quarters 1992 - June 1993 NYPD						
Type\Quarter	January March 1992	April June 1992	July Sept. 1992	October Dec. 1992	January March 1993	April June 1993
Racial	105 61%	84 44%	50 31%	72 39%	54 45%	69 43%
Anti-Semitic	44 25%	67 35%	36 22%	81 44%	45 37%	53 33%
Anti-Gay	19 11%	29 15%	33 20%	19 10%	15 12%	24 15%
Ethnic	1 1%	5 2%	40 25%	7 3%	5 4%	8 5%
Religious	2 1%	1 1%	1 1%	1 1%	1 1%	6 4%
Other	1 1%	3 1%	-	3 1%	1 1%	2 1%
Total	172	189	160	183	121	162

Types of Incidents Reported by Borough
1992
NYPD

Borough/ Type	Brooklyn North	Brooklyn South	Bronx	Manhattan North	Manhattan South	Queens	Staten Island
Racial	32	61	48	31	43	80	16
Anti-Semitic	22	71	18	16	32	47	22
Anti-Gay	2	7	7	10	62	9	3
Ethnic	2	2	2	3	13	28	3
Religious	-	2	-	-	1	1	1
Other	-	2	1	-	2	1	1
Total	58	145	76	60	153	166	46

Types of Incidents Reported by Borough
January - June 1993
NYPD

Borough/ Type	Brooklyn North	Brooklyn South	Bronx	Manhattan North	Manhattan South	Queens	Staten Island
Racial	13	27	17	14	22	22	8
Anti-Semitic	8	40	8	11	8	18	5
Anti-Gay	3	1	4	3	23	5	-
Ethnic	1	2	2	-	4	3	1
Religious	-	1	-	-	-	4	2
Other	-	1	1	-	-	1	-
Total	25	72	32	28	57	53	16

Types of Incidents Reported by Community Board
1992
NYPD

Brooklyn	Community Board					
	1	2	3	4	5	6
Racial	9	15	5	1	3	5
Anti-Semitic	14	4	-	-	3	4
Anti-Gay	-	2	-	-	-	3
Ethnic	1	-	-	1	-	-
Total	24	21	5	2	6	12

Types of Incidents Reported by Community Board
1992
NYPD

Brooklyn	Community Board					
	7	8	9	10	11	12
Racial	2	1	5	2	8	2
Anti-Semitic	2	1	21	2	7	5
Anti-Gay	-	-	1	1	2	-
Ethnic	-	-	-	1	-	1
Other	-	-	-	-	1	-
Total	4	2	27	6	18	8

**Types of Incidents Reported by Community Board
1992
NYPD**

Brooklyn	Community Board					
	13	14	15	16	17	18
Racial	5	6	7	1	2	15
Anti-Semitic	3	10	9	-	-	7
Anti-Gay	-	-	-	-	-	-
Ethnic	-	-	-	-	-	-
Religious	-	-	1	-	-	1
Other	1	-	-	-	-	-
Total	9	16	17	1	2	23

Types of Incidents Reported by Community Board
January - June 1993
NYPD

Brooklyn	Community Board				
	1	2	3	5	6
Racial	1	5	4	1	2
Anti-Semitic	7	-	-	1	-
Anti-Gay	-	2	1	-	1
Ethnic	-	1	-	-	-
Total	8	8	5	2	3

Types of Incidents Reported by Community Board
January - June 1993
NYPD

Brooklyn	Community Board					
	7	8	9	10	11	12
Racial	1	1	-	3	3	-
Anti-Semitic	-	-	8	1	4	5
Anti-Gay	-	-	-	-	-	-
Ethnic	-	-	-	-	1	1
Other	-	-	-	-	-	1
Total	1	1	8	4	8	7

Types of Incidents Reported by Community Board
January - June 1993
NYPD

Brooklyn	Community Board					
	13	14	15	16	17	18
Racial	2	2	3	1	-	11
Anti-Semitic	1	10	2	-	1	8
Anti-Gay	-	-	-	-	-	-
Ethnic	-	-	-	-	-	-
Religious	-	-	-	-	1	-
Other	-	-	-	-	-	-
Total	3	12	5	1	2	19

Types of Incidents Reported by Community Board
1992
NYPD

Bronx	Community Board					
	1	2	3	4	5	6
Racial	3	1	1	2	2	1
Anti-Semitic	-	-	-	2	-	-
Anti-Gay	1	-	1	-	-	-
Total	4	1	2	4	2	1

Types of Incidents Reported by Community Board
1992
NYPD

Bronx	Community Board					
	7	8	9	10	11	12
Racial	4	4	3	9	9	9
Anti-Semitic	1	8	-	2	5	-
Anti-Gay	-	2	1	-	-	2
Ethnic	-	-	1	1	-	-
Other	-	-	-	-	1	-
Total	5	14	5	12	15	11

Types of Incidents Reported by Community Board
January - June 1993
NYPD

Bronx	Community Board				
	1	2	3	5	6
Racial	1	2	1	-	-
Anti-Semitic	-	-	-	-	-
Anti-Gay	1	-	-	2	1
Other	-	-	1	-	-
Total	2	2	2	2	1

Types of Incidents Reported by Community Board
January - June 1993
NYPD

Bronx	Community Board					
	7	8	9	10	11	12
Racial	1	1	1	4	1	5
Anti-Semitic	1	4	1	1	-	1
Anti-Gay	-	-	-	-	-	-
Ethnic	-	1	-	-	1	-
Total	2	6	2	5	2	6

Types of Incidents Reported by Community Board
1992
NYPD

Manhattan	Community Board					
	1	2	3	4	5	6
Racial	5	7	11	8	4	8
Anti-Semitic	5	3	9	3	1	9
Anti-Gay	6	19	12	14	3	5
Ethnic	1	-	1	2	2	6
Religious			1	-	-	-
Other	-	-	-	1	1	-
Total	17	29	34	28	11	28

Types of Incidents Reported by Community Board
1992
NYPD

Manhattan	Community Board					
	7	8	9	10	11	12
Racial	9	8	4	4	4	1
Anti-Semitic	5	5	2	1	-	4
Anti-Gay	2	3	2	-	1	2
Ethnic	2	2	-	-	-	-
Total	18	18	8	5	5	7

Types of Incidents Reported by Community Board January - June 1993 NYPD						
Manhattan	Community Board					
	1	2	3	4	5	6
Racial	4	5	-	1	4	-
Anti-Semitic	-	1	1	1	1	3
Anti-Gay	1	6	1	5	1	1
Ethnic	-	1	-	1	-	-
Total	5	13	2	8	6	4

Types of Incidents Reported by Community Board January - June 1993 NYPD							
Manhattan	Community Board						
	7	8	9	10	11	12	Unknown *
Racial	5	4	1	1	1	-	10
Anti-Semitic	1	5	1	-	-	1	4
Anti-Gay	2	1	-	1	-	-	7
Ethnic	-	-	-	-	-	-	2
Total	8	10	2	2	1	1	23

* The Community Board was not identified in the reports.

Types of Incidents Reported by Community Board
1992
NYPD

Queens	Community Board							
	1	2	3	4	5	6	7	8
Racial	5	3	5	3	5	4	12	1
Anti-Semitic	3	1	2	1	-	5	7	8
Anti-Gay	2	-	2	1	-	-	-	1
Ethnic	3	2	-	-	9	2	4	-
Religious	-	-	-	-	-	-	1	-
Other	1	-	-	-	-	-	-	-
Total	14	6	9	5	14	11	24	10

Types of Incidents Reported by Community Board
1992
NYPD

Queens	Community Board					
	9	10	11	12	13	14
Racial	5	16	2	6	9	3
Anti-Semitic	4	4	3	1	3	5
Anti- Gay	1	1	-	-	-	1
Ethnic	1	3	1	-	2	1
Total	11	24	6	7	14	10

Types of Incidents Reported by Community Board
January - June 1993
NYPD

Queens	Community Board							
	1	2	3	4	5	6	7	8
Racial	3	1	-	1	1	1	1	2
Anti-Semitic	2	-	-	-	2	6	2	2
Anti-Gay	1	2	2	-	-	-	-	-
Ethnic	-	1	-	-	-	-	1	-
Religious	2	1	-	-	-	-	-	-
Other	1	-	-	-	-	-	-	-
Total	9	5	2	1	3	7	4	4

Types of Incidents Reported by Community Board
January - June 1993
NYPD

Queens	Community Board					
	9	10	11	13	14	Unknown*
Racial	2	3	2	3	-	1
Anti-Semitic	2	-	-	-	2	-
Anti- Gay	-	-	-	-	-	-
Ethnic	-	1	-	-	-	-
Religious	-	-	-	1	-	-
Total	4	4	2	4	2	1

* The Community Board was not identified in the reports.

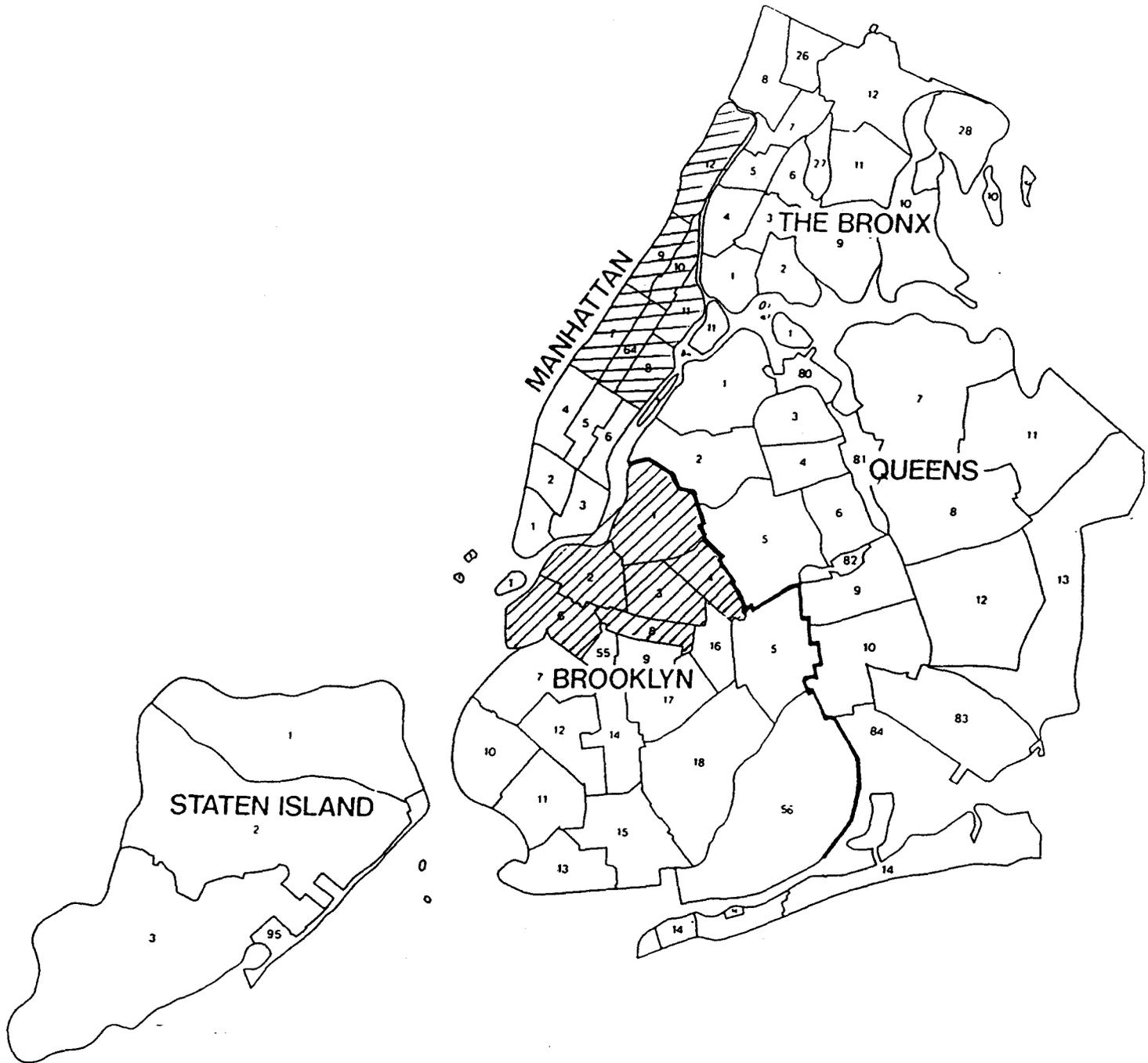
Types of Incidents Reported by Community Board 1992 NYPD			
Staten Island	Community Board		
	1	2	3
Racial	9	5	2
Anti-Semitic	6	11	5
Anti-Gay	3	-	-
Ethnic	1	2	-
Anti- Religious	-	1	-
Other	-	1	-
Total	19	20	7

Types of Incidents Reported by Community Board January - June 1993 NYPD				
Staten Island	Community Board			
	1	2	3	Unknown*
Racial	-	3	2	2
Anti-Semitic	-	2	2	1
Ethnic	-	1	-	-
Religious	2	-	-	-
Total	2	6	4	3

* The Community Board was not identified in the reports.

Appendix II
Community Districts Map

Community Districts in New York City



Shaded areas in Manhattan and Brooklyn correspond to Manhattan North and Brooklyn North respectively.