U.S. Department of Justice
Community Relations Service

The FY 1999 Annual Report of the Community Relations Service

Building Peaceful Communities

Responding to Community Tensions Arising from EUF and Racial Profiling

CRS Mission

The Community Relations Service is an arm of the U.S. Department of Justice and functions as a specialized Federal conciliation service available to State and local officials to help resolve and prevent racial and ethnic conflict, violence, and civil disorder. Governors, mayors, police chiefs, and school superintendents turn to CRS when they need help in defusing racial or ethnic crises. Created by the Civil Rights Act of 1964, CRS is the only Federal Agency dedicated to preventing and resolving racial and ethnic tensions, incidents, and civil disorders. CRS helps local officials and residents tailor locally-defined resolutions when conflict and violence threaten community stability and well-being. CRS also helps establish permanent community mechanisms, such as human relations commissions and police advisory committees, to improve communication and racial understanding.

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Community Relations Service
600 E Street, NW, Suite 6000
Washington, D.C. 20530

In Memoriam
Robert L. Lamb, Jr.
March 6, 1925 - February 9, 2000

The dedication of the FY 1999 Annual Report to Robert "Bob" Lamb is especially fitting given that the dominant theme of both this report and the life of Mr. Lamb are excessive use of force and racial profiling. Since 1973 Bob served as the Regional Director of the Community Relations Service's Northwest Regional Office in Seattle, Washington. His prior CRS experience included positions as the Mid-Atlantic Regional Crisis Coordinator and Program Specialist in Police-Community Relations and the Administration of Justice. Policing and race relations fostered by and resulting from police actions were always at the forefront of Bob's activities. In Mr. Lamb was a member of the Atlantic City Police Department from 1949 to 1969, rising through the ranks of patrolman to captain. In 1962, he was chosen at the "Atlantic City Policeman of the Year" and in 1963 was awarded the New Jersey State Police Benevolent Association Award for valor. In 1966, he was appointed the first commanding officer to found and administer the police-community relations unit in Atlantic City. The Wall Street Journal lauded this unit as one of the best in the Nation. In recognition of his retirement, the Mayor of Atlantic City proclaimed June 23, 1969, as "Captain Bob Lamb Day." In addition, he received the Portland, Oregon, Branch NAACP President's Award for Outstanding Enforcement of Civil Rights and the 1989 Attorney General's Distinguished Service Award, the second highest award in the Department of Justice.

". . . we as a society cannot tolerate officers who mistreat law abiding citizens, or who bring their own racial bias to the job of policing. Equal justice under the law must mean the same thing to minority communities as it means to the nation as a whole. And police officers cannot mistreat any body in violation of the law."

Attorney General Janet Reno
Police Integrity Conference
June 9, 1999, Washington, D.C.

Building Peaceful Communities

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To the Senate and House of Representatives
of the United States of America in Congress Assembled:

With this statement I transmit a report on the activities of the Community Relations Service (CRS) of the U.S. Department of Justice for Fiscal Year 1999. This report is required by Section 100 of the Civil Rights Act of 1964 (P.L. 88-352), and by Reorganization Plan No. 1 of 1966, as revised by 28 C.F.R. 0.30(b).

This report describes CRS' violence prevention and conflict resolution activities, so that Members of the Congress may assess its performance in executing its statutory mandate.

Respectfully submitted,

Director

Director's Foreword

"As a society, we don't have to choose between keeping safe and treating people right, between enforcing the law and upholding civil rights. We can do both."

President Bill Clinton
Justice Department Police Integrity Conference
Marriott Wardman Park Hotel, Washington, D.C.
June 9, 1999

Once again I am pleased to provide our FY 1999 report on the many ways in which the Community Relations Service has helped communities prevent and resolve racial conflicts that threaten community harmony.

In 1999, law enforcement racial profiling and use of force incidents captured national attention and had a significant effect on communities across the Nation. While media attention focused mainly on large cities, many smaller communities also felt the impact of concerns about inappropriate race considerations in law enforcement. Almost one half of our caseload involved administration of justice situations. These cases and the public's outcry for reform has created challenging times for chiefs of police, public officials and civic leaders.

CRS experience has shown that strengthening police community relations can be like the proverbial stitch in time that saved nine. CRS activities build communication links and help foster accountability mechanisms that can make the difference between community stability or civil unrest and disorder.

Whether law enforcement misconduct is a fact or perception it erodes community confidence in police. In these cases, CRS helps restore calm. From our work, we have found that police conflicts with the community often provide an opportunity to make significant progress in reform. CRS transforms racial tensions and outrage into a constructive dialogue about the problem at hand, as well as underlying unresolved issues.

Highlights of CRS case work illustrate best practices in preventing and responding to use of force incidents and racial profiling that have improved community confidence and relations. CRS has helped several communities take proactive steps to bring about changes in addressing the vexing problems of race profiling and police use of force policies and practices.

CRS conciliation services were also provided to meet conflicts in schools and on college and university campuses, hate crimes, and arson committed against houses of worship.

I am very proud of the invaluable work of the dedicated staff of the Community Relations Service. Our small professional corps of conciliators are building peaceful communities across the this great nation.

Rose Ochi

Executive Summary

CRS Called to Help Resolve Racial Tension and Conflict Countrywide

During FY 1999, requests for CRS conflict resolutions services followed the national trend of increased tension between law enforcement agencies and communities resulting from allegations of excessive use of force (EUF) against minorities, racial profiling, under serving minority communities, and not hiring qualified minority candidates. CRS reported 40 "Alerts" of EUF and racial profiling across the country during this period. CRS also reported racial hate crime incidents in 101 communities and provided or facilitated hate crime training to Federal, State, and local law enforcement agencies faced with these issues.

Assistance to Law Enforcement Agencies

During FY 1999, CRS assisted many Federal, State, and local law enforcement agencies with the following services:

- Resolving disputes between police and citizens
- Hosting police-community forums
- Implementing community oriented policing
- Establishing citizen review boards
- Improving citizen complaint procedures
- Reviewing and revising policies and procedures with citizen involvement
- Facilitating communication between police and citizens
- Providing technical assistance and training as part of CRS conciliation services, including Hate Crime Training

Assistance for Resolving Conflict in Educational Settings

During the same period, CRS assisted schools and school districts in the management of multicultural conflicts by providing the following services:

- Development of student conflict resolution or peer mediation teams
- Conflict Management
- Cultural diversity awareness training for school staff
- Management of school disruption and violence
- Establishing school community-based programs and multicultural dialogues

Assistance in Controlling Major Demonstrations

In FY 1999, CRS conciliators assisted local authorities in violence prevention for 16 major demonstrations and special events. These ranges from Martin Luther King, Jr Holiday rallies and KKK demonstrations to Black Fraternity Greekfest, and Million Youth March activities. Other demonstrations were precipitated by fatal police shooting and excessive use of force incidents.

Summary of Major Areas of Work

Administration of Justice

CRS offered its services to many Federal, State, and local law enforcement agencies to resolve disputes between police and citizens, host police-community forums, implement community oriented policing, establish citizens review boards, improve citizen complaint procedures, review and revise policies and procedures with citizen involvement, facilitate communication between police and citizens, and provide technical assistance and training as part of its conciliation services.

Law enforcement departments across the country continued to be under fire for a variety of allegations, including excessive use of force (EUF) against minorities, racial profiling, underserving minority communities, and not offering employment opportunities to qualified candidates from the minority community -- all of which increased tension between law enforcement and communities.

CRS alerted a number of incidents across the Nation where EUF and racial profiling was alleged against police:

Adelanto, California
Los Angeles, California
Lynnwood, California
Denver, Colorado
Lakewood, Colorado
San Francisco, California
Gainesville, Florida
Atlanta, Georgia
Danville, Illinois
Des Moines, Iowa
Boston, Massachusetts
Braintree, Massachusetts
Somerville, Massachusetts
Orange, New Jersey
Las Cruces, New Mexico
Brooklyn, New York
Westerly, Rhode Island
Columbia, Tennessee
Anson, Texas
Athens, Texas
Conroe, Texas
Galveston, Texas
Houston, Texas
Pasadena, Texas
Virginia Beach, Virginia
Everett, Washington
Federal Way, Washington
Fife, Washington

CRS staff alerted racial hate crime incidents in 101 communities in FY 1999. CRS provided or facilitated hate crime training to many Federal,

*In each instance of a conflict or potential conflict, CRS follows a standard operating procedure. First, it files an **alert**, which is a brief description of the nature and scope of the situation. The alert may be followed by an on-site **assessment** of the community. A "go" or "no-go" decision is made, according to a series of criteria and analysis of jurisdiction in an assessment. If CRS decides to conduct conflict resolution activities, it arranges services most appropriate to the situation, using techniques such as **mediation** or **conciliation**, or preventative strategies, such as training or technical assistance.*

State, and local law enforcement agencies which had experienced these racial hate crime incidents or in which changing racial and ethnic demographics made hate crimes more likely and were a concern to law enforcement managers.

Education

CRS offered several programs and services to schools and school districts for managing multicultural conflicts. These included conflict resolution services, assistance in developing student conflict resolution or peer mediation teams, school community-based programs, conflict management, cultural diversity awareness training for school staff, school dialogues, and management of school disruption and violence.

General Community Relations

Community Reconciliation after Church Burnings. CRS played a critical role in the work of the Task Force, providing conflict prevention and resolution assistance to local officials, law enforcement authorities, clergy and other leaders in affected communities around the country. Through these services, CRS promoted multiracial cooperation in the reconstruction of houses of worship which had been burned and provided technical assistance in ways that bring together law enforcement agencies and communities of color.

Special Events, Major Events, and Demonstrations. Each year CRS conciliators respond to a number of major demonstrations and events that may be a source of community racial tension and conflict. Some large annual State and regional gatherings involving Black college students, Black motorcycle riders' associations, Martin Luther King, Jr. Holiday, Columbus Day, KKK rallies and counter-demonstrators, and Hitler's birthday require the deployment of special teams who engage in contingency planning with organizers, law enforcement, and local officials to prevent violence. CRS trains volunteer event marshals and provides on-site monitoring and conciliation of racial tensions. CRS contingency planning efforts decreased racial tensions and dissipated the environment in which racial tensions increase.

In FY 1999, fatal police shootings and excessive use of force incidents resulted in large community and

national demonstrations, some of them in New York and Southern California occurring as regular weekly and monthly community action events. In FY 1999, some of the major events for which CRS provided these services included the following:

Martin Luther King, Jr., Holiday Protest by the Nationalist Movement (White Supremacist Organization), January 18, 1999, York, Nebraska
Irvin Landrum, Jr., (Fatal Police Shooting) Protest, Weekly/Monthly after January 1999
"We the People" Alaska Nations' Protest March, May, 5, 1999, Anchorage, Alaska
Racism Sit-In at University of Oregon, May 27, 1999, Eugene, Oregon
Ku Klux Klan Rally/Counterprotest, June 5, 1999, Moberly, Missouri
Christian Council on Urban Affairs (Rev. Paul Jakes), Daily Protests of Police Shootings at City Hall and at "Taste of Chicago," June 1999, Chicago, Illinois
Juneteenth Observance, June 1999, Washington, D.C.
Aryan World Congress, July 2-4, 1999, Hayden Lake, Idaho
Ad Hoc Coalition for Justice Protest at Independence Mall (Death Penalty), July 3, 1999
National Action Network Protest of New Jersey Turnpike Shootings, July 3, 1999, Atlantic City, New Jersey
Cuban American Protests Over Treatment of Cuban Rafters by INS and Coast Guard, Fourth of July Weekend (Major Road Blocked), Hialeah, Florida
American Indian Movement Protests, July/August 1999, White Clay, Nebraska and Pine Ridge, South Dakota
National Action Network Demonstration and Blocking of Major Highway, July 23, 1999, St. Louis, Missouri
Puerto Rican Parade, July 25, 1999, Allentown, Pennsylvania
Black Fraternity Greekfest, July 25, 1999, Asbury Park, New Jersey
Ku Klux Klan Rally, August 16, 1999, Cleveland, Ohio
A million Youth Marches, September 4, 1999, New York, New York

Profiles of CRS Cases

Addressing Racial Profiling

Bridgeport and Trumbull, Connecticut

Background. Tensions heightened in Bridgeport, Connecticut, following a high-profile traffic stop in the neighboring suburb of Trumbull. Without clear cause, police there stopped and questioned a black motorist, who happened to be a State Senator. This incident, which had followed a number of recent traffic stops involving minorities, mainly from Bridgeport, led to allegations of racial profiling against the Trumbull Police Department. In addition, a memo from the Trumbull police chief surfaced which allegedly directed police officers to conduct profile stops. To protest this practice and also to voice concern over the absence of minority police officer on Trumbull's force, citizens from Bridgeport organized marches in Trumbull.

Efforts. To ease tension and to discuss possible solution of the issues surrounding the conflict, CRS called a meeting at the Trumbull Town Hall, bringing together the Trumbull Police Department, civic and religious leaders, lawmakers, and citizens. The lack of an internal affair unit within the police department, a general unwillingness to talk openly about the problem, and misunderstanding about what constitutes racial profiling was an initial barrier to reaching consensuses.

The Role of CRS. CRS organized the task force and brought the diverse groups to the table in a more open discussion. According to Reverend Vernon Thompson, Pastor of East End Baptist Church, the initial environment was not conducive to reconciliation. "The language was hostile, the environment was hostile, and the path toward understanding was a difficult one. There were several breakdowns when both sides were read to leave the table," he explained, "but the CRS representative really kept us together until we reached resolution." CRS will provide hate crimes training to the Trumbull Police Department in accord with the terms of the agreement.

Lessons Learned. As a result of the community meetings, representatives from Trumbull agreed to work on recruiting minorities for positions within the police department and other city agencies. The police department also acknowledged the profiling concerns and agreed to include sensitivity training for all officers. As a final move toward change, the State Senator who had been stopped spearheaded the passage of a bill that made Connecticut the second State in the Nation to require that data be collected for every traffic stop. Black and Hispanic leaders from Bridgeport and Trumbull took on a difficult task, but it brought about greater understanding and a move toward more progressive policing.

Fatal Traffic Stop

Pittsburgh, Pennsylvania

Background. One of the most incendiary and racially divisive incidents in recent years was the death of Johnny Gammage as a result of routine police traffic stop. The 31 year-old Black businessman, driving a black Jaguar borrowed from his cousin, National Football League lineman Ray Seals, was stopped by the Brentwood Police for a flickering brake light. The police claimed Gammage lunged for one of the five officers at the scene and needed to be restrained. However, the technique used to restrain him resulted in death by suffocation. When manslaughter charges against two of the officers were dismissed, Pittsburgh was in uproar.

Efforts. Numerous groups, including the NAACP, the Urban League, the Pittsburgh Commission on Human Rights, the Pennsylvania Human Relations Commission and the clergy became involved, along with CRS and concerned citizens, in an effort to quell the rising tension, call for police reform, and improve race relations in the city. "There was a lot of distrust in the community, and we felt the need for a constant watch, to try and put a whole network together," said Charles Morrison, Director of the Pittsburgh Commission on Human Rights.

The Role of CRS. As tensions rose and distrust grew, CRS helped facilitate and mediate meetings between the law enforcement agencies and concerned groups. Having worked with CRS before, using its training opportunities and adapting its recommendations to local needs, George Simmons, Regional Director of the Pennsylvania Human Relations Commission, said, "CRS was always there and able to open a door for us when we couldn't."

Lessons Learned. A consent decree was imposed upon the police department requiring an annual evaluation of every officer, data entries on traffic stops, and alterations in training methods. The NAACP developed a guide titled, "You and the Police: Rights, Responsibilities, and Realities," to teach the community effective ways to deal with law enforcement officers. And according to Tim Stevens, president of the Pittsburgh NAACP, "we have gone from a tragedy to a focus that has brought about some changes and results that all of Pittsburgh can be proud of."

Fatal Police Shooting of Mental Patient

Cincinnati, Ohio

Background. Racial tensions erupted in February 1997, following a police officer's fatal shooting of Lorenzo Collins, an African-American mental patient. Surrounded by police after he escaped from his residential facility, Collins made what appeared to be a threatening motion with a brick, at which time one officer fired a fatal shot. The controversial shooting, coupled with the involved officer's initial exoneration, prompted the city to call on CRS to mediate a series of meetings between representatives from community groups and Tyrone Yates, Chair of the City Council's Law and Public Safety Committee.

Efforts. To explore ways to improve the strained relationship between law enforcement and the citizens its serves, CRS facilitated several sessions between Yates and representatives from community groups, which focused on building a strong citizens' police review panel. Following these sessions, Yates conducted a review of cities nationwide that had established citizens' review panels, identifying models that could provide insight for Cincinnati's panel. As a result of a series of intensive, collaborative efforts, the city council passed an ordinance establishing the Cincinnati Citizens Police Review Panel on January 29, 1999. The ordinance established a civilian director for the police training academy, a civilian complaint data base, and a tracking system for problem officers. The city manager has since appointed seven members to the review panel. Each member will serve a 3-year term to ensure that every complaint against an officer of the police force is investigated thoroughly, accurately, credibly, and without bias.

The Role of CRS. The city of Cincinnati turned to CRS when the tension arose and continued to use CRS support, mediation services, and experience throughout the panel's creation. CRS was also able to direct Cincinnati to examine models from other cities that had successfully implemented civilian review mechanisms.

Lessons Learned. The work of the city council, city manager, CRS, and community groups created a historic agreement and a model for citizens across the country to use in restoring credibility and renewing public trust in law enforcement agencies.

Police Community Relations

Montclair, New Jersey

Background. Montclair, New Jersey, is a community of economic, ethnic, and cultural diversity, where a number of issues have arisen out of disparities in wealth and, in some cases, the treatment and inclusion of all residents. To respond to these issues, Montclair has been working with CRS to foster positive race relations, particularly police community relations.

> *"CRS helped the Montclair Police Department improve police community relations more quickly than we could have on our own."*
>
> **Thomas J. Russo**
> **Chief of Police**
> **Montclair, New Jersey**

Efforts. Addressing police community relations and assessing the police and fire departments' hiring and promotion practices in Montclair were initial areas of concern. CRS arranged for a police chief from South Carolina to meet with local police officials and residents to share his department's community-based policing methods. CRS also brought in another expert to work with the fire department and the group, Firefighters Against Injustice and Racism, to find ways to increase the number of black firefighters and to assess promotion protocols. Meetings with school administrators and the board of education were also organized to develop and implement workshops teaching conflict resolution as a way to address disagreements between youths and adults Montclair also established the Martin Luther King Youth Summit, which brings together adults and students for meaningful dialogue concerning race relations.

The Role of CRS. CRS played a key part in each of Montclair's initiatives, suggesting methods and finding special resources when necessary. CRS was a vital resource to Montclair, serving as a Member of the advisory board that examined the hiring practices in both the fire and police departments.

Lessons Learned. Through these efforts, the community learned to meet the challenges of bias and racism head on. Community leaders learned how to meet and honestly listen to residents, and a growing number of Montclair's governing bodies and organizations have realized the importance and value of its diverse population. While their work is not done, Audrey Fletcher-Lee, Montclair's Head Start director, said, "Montclair is moving from tolerating ethnic and cultural differences to celebrating them."

Fatal Police Shooting

Riverside, California

Background. In the early hours of December 28, 1998, Tyisha Miller pulled into a gas station with a flat tire. When the 19 year-old African American woman appeared to go into medical distress, a friend called her family and dialed 911. When the police arrived, they discovered Miller unconscious in a locked car, with a gun on her lap. When attempts to awaken her failed, the four White officers smashed her car window. Startled, the young woman made a motion toward the gun and police fired numerous times, fatally wounding her. The nature of the tragic incident and witness reports that the officers were spouting racial slurs before and after the shooting led many in the community to believe that Miller was the victim not only of a misguided use of force, but also of a hate crime. The city of Riverside was shocked and saddened, and in some communities, extremely angry and suspicious.

Efforts. Miller's cousin, Reverend Bernell Butler, began calling the religious community shortly after news of the incident broke. He felt that the church leaders could quell any possible violent reaction and provide guidance to the community. The clergy came together to hold prayer vigils and decided to create a hands-on steering committee to deal with the shooting-related issues. Chief Carroll tried to call together the community and admit that, while the police department had done some things well, mistakes had been made. He asked Emil Moore, a Black member of the City Council, to help him reach the Black community in Riverside and announce all of the facts that could be released at that time. The internal affairs and criminal investigations were lengthy processes, but after a thorough examination, the police officers involved in the shooting were removed from the force. The mayor also convened a panel to examine police use of force. After numerous meetings, the group developed 12 recommended changes for the police department. The City Council accepted the recommendations and has been working to implement the measures. The Mayor also created a multicultural forum to celebrate the community's diversity.

The Role of CRS. CRS worked closely with Riverside through each step of its healing. When news of the shooting first broke, CRS worked with the community to organize peaceful events and to help form the Tyisha Miller Steering Committee. CRS provided the Mayor's panel with resources and experts on use-of-force issues. CRS deployed staff on a weekly basis throughout the year for vigils, demonstrations, marches, and rallies. For some large events, CRS deployed a multiregional team to monitor racial tensions and to provide technical assistance and conciliation services to demonstration leaders and law enforcement to ensure peaceful events.

Lessons Learned. Riverside's Mayor Ronald Loveridge reflected that, while the incident was tragic, the crisis provided a powerful impetus for change. "As a community, we are a better and safer place; and Riverside has made significant changes and positive progress," he said. These changes came through review of police policies and procedures, direct briefing of the community by the police department, and technical assistance to demonstration organizers and law enforcement. CRS facilitated communication between the community and law enforcement, including the community forums which were instrumental in reducing tension and building trust.

African-American Community Advisory Council

Seattle, Washington

Background. After a number of high-profile incidents between police and citizens in Seattle's African-American community, the chief of police felt the need for the Seattle Police Department to take steps to improve relations between his department and the minority community. To address tensions and improve trust, Chief Stamper initiated articles in local newspapers explaining various concepts for a community advisory council and inviting community members to attend a meeting on the proposals. The large community response led to the creation of the African-American Community Advisory Council, an all volunteer group that meets monthly with the police chief.

Efforts. The advisory council's mission states:

- We serve as advisors to the chief of police and as liaisons between the community and the Seattle Police Department.
- We provide honest (positive and negative) feedback to the Seattle Police Department.
- We work to become a conduit in influencing positive relations between the community and the Seattle Police Department and its way of dealing with the community.

The Council has provided an opportunity for citizens to voice concerns and has created a mechanism to disseminate information about police incidents involving members of the African-American community. The police department agreed that it will provide information to the Council within 24 hours of any potentially controversial incident. The Council uses an organized dispatch system to share this information with the entire community and then determines whether the incident warrants a meeting of the entire council.

Over the course of many months in 1999, Council members participated with the African-American community, sworn officers, and command staff in a number of working sessions on "Real Partnerships: What are They?" A number of individual complaints were resolved through these sessions. The Chief also solicited advice from the Council on education, training, recruitment, screening officers, Black on Black violence, youth involvement, a civilian review board, and racial profiling.

The Role of CRS. CRS was involved in the creation of the Council in 1997 and worked closely with the Council in the implementation of their mission. Today the Council is a highly successful model for any city to use.

Lessons Learned. The Council has given strong voice to citizens, allowing them to participate in and have an impact on the way their community is being policed. The improved communications and established protocols have worked to prevent conflict and led to a stronger police force and a stronger and more peaceful community.

Mayor's Race Relations Task Force /One America Dialogue

St. Louis, Missouri

Background. In February 1999, CRS initiated efforts for a One America Dialogue after initial discussions with Mayor Clarence Harmon, and a civic organization called the St. Louis Ambassadors, to improve race relations in St. Louis. There was a history of tentative racial disruptions just below the surface and this was a vital issue to the community.

Efforts. After the initial discussion with the Mayor, CRS met with the Mayor's Special Assistant who became the point person for the city's One America Dialogue. In April 1999, two sessions with a cross-section of the community and city employees were brought together to plan the dialogues. In May 1999, prospective dialogue facilitators from the St. Louis Ambassadors and other organizations were trained and a practice session held the first week in June. Then in late June 1999, the dialogues brought small multi-cultural groups together to discuss race relations and to develop an action plan to address the identified issues. The Mayor created a Race Relations Task Force to implement the recommendations from the One American Dialogue in which so many in the community had made a major investment of time and effort. To improve the city government's integrity and effectiveness and to restore trust, the Mayor felt the city must:

- "Live, breath, and eat" our core values in all daily interactions and decisions;
- Focus on the "vital few" priorities that will have the most impact on St. Louis;
- Spearhead continuous improvement and ongoing accountability in the delivery of all government services;
- Create a sense of shared destiny among all who life, work, and do business in St. Louis;
- Foster a climate of racial harmony, a sense of community, and diverse cultural respect;
- Adapt "best practices" throughout city government;
- Seek collaboration and cross-departmental cooperation in city government;
- Empower citizens and other stakeholders to create positive community change; and
- Celebrate St. Louis.

The Role of CRS. CRS initiated the idea of conducting a One America Dialogue as a means of helping the city identify, discuss, and develop an action plan to address critical racial issues in St. Louis. CRS assisted the Mayor and the city of St. Louis as they pursued these goals. CRS also provided resources and training for the city on the One America Dialogue to get citizens talking openly about race relations and working to erase sources of bias and racial tension.

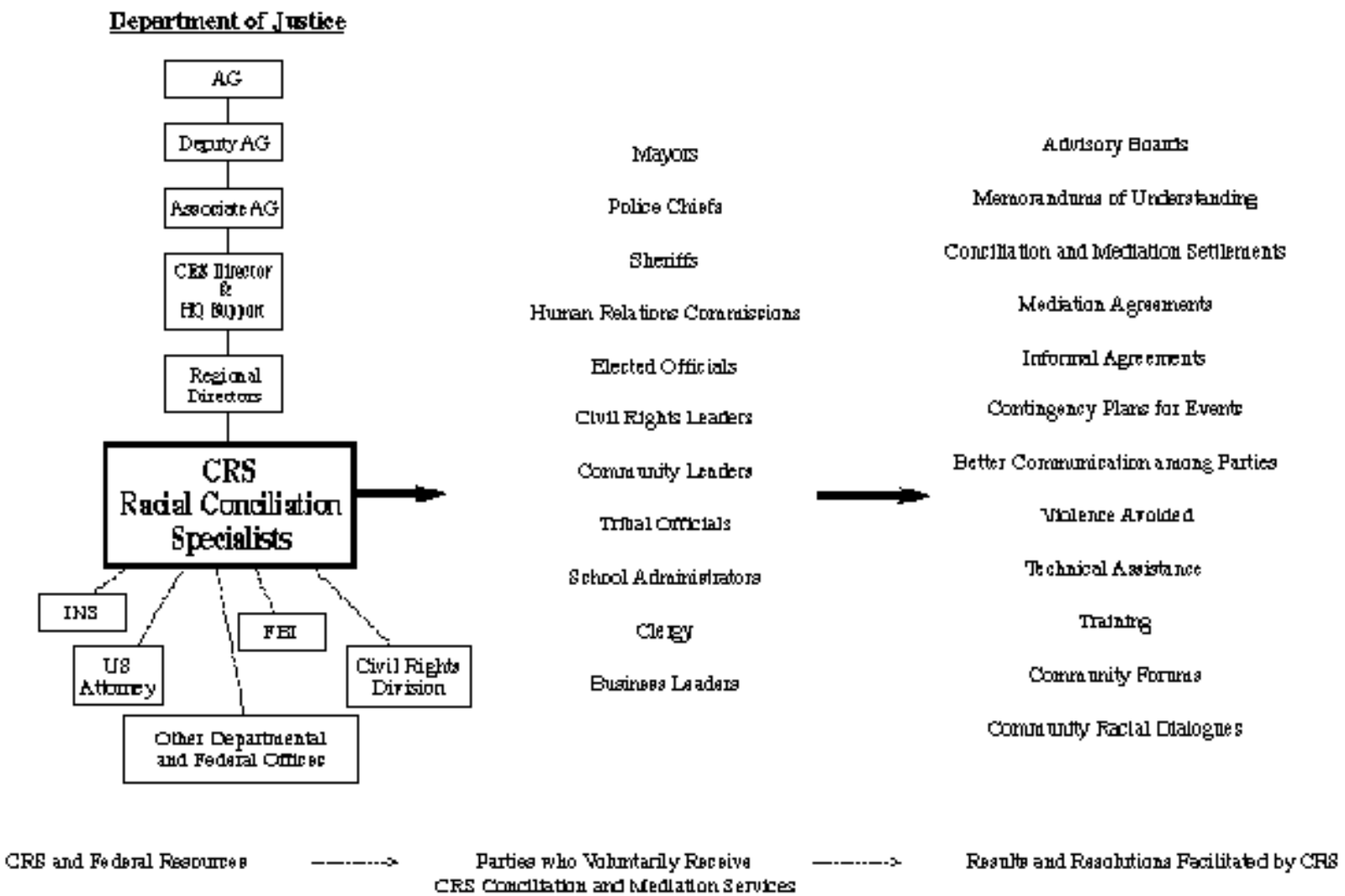
Lessons Learned. The city of St. Louis made a total commitment to hold a One America Dialogue and to establish a mechanism to implement the recommendations. The One America Dialogue was effective because not only was every segment of the community represented, every department of the city was involved. Chester Hines, the Mayor's Special Assistant, summed up the reasoning behind the city's focus on race: "St. Louis is at a crossroads, and what we do to dismantle racism will determine whether our city and community fails or flourishes." The administration is continuing the process of improving relations and uncovering tensions so that every area of the city is a source of pride to its residents.

Community Relations Service Racial Conflict Resolution Process

Conflict	Contact	Assessment	Partnership	Resolution
Covers a variety of conflicts and tensions based on race, color or national origin. Examples include: police misconduct; school violence; housing issues; employment issues; etc Situations that threaten, or potentially threaten community peace.	CRS is a resource for all parties. Requests to CRS may be made from the community, the local government, local law enforcement or school authorities, etc. CRS may initiate contact on its own volition upon learning of racial tensions in a community	CRS will dispatch staff to the community. CRS will confer with all parties involved to determine if a case is jurisdictional (involves race, color or national origin). CRS offers its unique service – conciliation and mediation, training or technical assistance to the parties	CRS service is a partnership with the community based on a joint commitment to work toward a solution to collective, voluntary action. CRS facilitates communications – resolutions are the responsibility of local parties.	Resolutions can take many forms: A verbal agreement between parties (Conciliation or Informal Mediation) A written agreement between parties (Formal Mediation) Agreement to obtain and/or receive technical assistance or training services from CRS or another source.

Free ✱✱✱ Neutral ✱✱✱ Variety of services ✱✱✱ Immediate responses ✱✱✱ Confidential

CRS' Partnering Process Produces Results



Management Issues

Funding

For FY 1999, CRS operated its conflict prevention and resolution program with an appropriation of just $7,199,000. This appropriation, supplemented by $1,464,400 from the asset forfeiture account for Information Technology roll-out and the Church Burning Task Force, provided support for its fewer than 50 staff members to meet all of the Congressional mandate and mission requirements of the agency. Careful conservation of resources and "triage" of the most urgent requests for conflict resolution services allowed CRS to complete the year with a record of solid accomplishments.

Management

Over the last three years, CRS has demonstrated how much a Federal agency can do, despite a modest budget and merely a handful of staff. Tighter management and financial controls allowed CRS to stretch its limited resources. The Executive Office for U. S. Attorneys (EOUSA) continued to provide administrative support for CRS administration, personnel, and budget functions, and CRS planned in anticipation of the near future when the agency would be fully self-sufficient. CRS continued to concentrate on establishing administrative and managerial systems to ensure organizational integrity and accountability.

Critical management actions included:

- Planning for an effective transition of all administrative responsibilities from the EOUSA to CRS, including budget, personnel, and finance functions.
- Establishment of an up-to-date information system linking all CRS locations to fast and efficient communication of case reports and other management information.
- Upgrading of CRS personnel policies and programs to ensure that position descriptions, work plans, and evaluations are current and appropriate.
- Focused attention on the need for staff development and training programs for both new and veteran staffers in the theory and practice of community conflict prevention and resolution.
- Continued leveraging of CRS resources through outreach to and partnership with others Departmental, governmental, and national groups.

While significant management issues still must be addressed, including an antiquated case management system (CRSIS), CRS is making progress and is ready for the managerial and administrative challenges ahead.

New Congressional Notification Requirements

During FY 1999, CRS began notifying members of Congress whenever its conciliators were deployed to their States or Districts to conduct conflict resolution work. This new requirement was contained in the Commerce, Justice, State Conference Report for FY 1999 Appropriations. It stated that "Close coordination between the Administration and Congress could help stabilize racially motivated local incidents. As the people's body, Congress must be kept informed when the Administration responds to a domestic crisis. Therefore, the Attorney General is directed to notify the relevant committees whenever requests by local officials prompt the deployment of CRS personnel to mediate civil conflict."

CRS began the notification process on June 1, 1999. By the end of the Fiscal Year, CRS notified Congress of 115 occasions when it expected to deploy CRS personnel to provide racial conflict resolution and violence prevention services in Representatives' District and Senators'States. This responsibility has proven to be an excellent opportunity to educate Congress on CRS' contribution to States and local communities in preventing and resolving racial violence and conflict.

Regional Reports

Region I -- New England Region

The New England Region serves Connecticut, Maine, Massachusetts, New Hampshire, Rhode Island, and Vermont.

Administration of Justice. The most serious issue facing race relations in New England was the relationship between law enforcement and minority communities. The nature of this relationship was reflected in the disparate confidence level toward police between the White community and minority communities. This confidence level appears to result from the personal interaction between minorities and police and the multiple, negative, and high-profile incidents that continue to occur locally and nationally between police and minority communities. In an effort to increase community confidence in police, CRS undertook a number of initiatives including race relations training for police in Burlington, Vermont; Durham, New Hampshire; and Sheriff's Departments in Maine; mediating conflicts between minority youth and police in Worcester, Massachusetts; conducting hate crimes training for police chiefs in Connecticut and individual police departments such as Lowell, Massachusetts, and Hartford, Connecticut: convening town-wide dialogues between police and community leaders in Reading, Massachusetts; and facilitating a workshop on police and youth at the Connecticut statewide conference on police-community relations in New Haven, Connecticut.

A number of deadly force, excessive use of force, and alleged police brutality incidents came to CRS' attention during FY 1999, in these cities: Hartford and New Milford, Connecticut; Boston, Braintree, and Montague, Massachusetts; and Westerly, Rhode Island. In all, 25 incidents of alleged police use of excessive force or police brutality were reported in the New England Region in FY 1999. There were three incidents of racial profiling alerted by CRS: Trumbull, Connecticut (See Profile on Trumbull Case); Reading, Massachusetts; and East Providence, Rhode Island. In Rhode Island, State Police have begun recording the race of the driver in traffic stops, while in Connecticut a new statewide law has been enacted mandating the recording of traffic stops.

CRS assisted police departments and communities with a number of youth and gang issues. In February 1999, CRS convened a symposium for police chiefs of the major New England cities on police and gangs. In March 1999, CRS presented a major workshop on police, youth, teachers, and gangs at the New England Community Education Institute's Conference in Newport, Rhode Island. Major cities from throughout New England sent teams of police officers and educators to review best practices used by various cities for reducing youth violence. CRS planned a moderated the workshop on successful gang strategies, bringing in the practitioners from Boston and Cambridge, Massachusetts, and New Haven and Hartford, Connecticut.

Education. The New England Regional Office focused on race relations and school safety in secondary schools and mediated student conflict in higher education in FY 1999. In August 1999, CRS conducted race relations and cultural awareness training for faculty and staff of the Northwood, New Hampshire, School District in the aftermath of discrimination complaints by African American families and an investigation by the Office for Civil Rights of the U.S. Department of Education. On July 26, 1999, CRS conducted a workshop on "Partnerships for Racial Harmony: Police, Teachers, and Youth" at the 14th Annual Conflict Education Network Conference at Boston University. The 1999 conference sought to forge partnerships among various education disciplines and organizations that have made substantial advances in youth violence prevention and prejudice reduction. As one of the cosponsors of the conference, CRS shared "best practices" experiences and

Representatives of the Worcester, Massachusetts, School Department and Police Department shared their experiences and success with the SPIR program.

In February 1999, CRS mediated a number of issues between the University of Rhode Island and minority students (Brothers United in Action) involving perceptions of racial stereotyping, racial insensitivity, a racially hostile campus environment, and adequacy of interracial student programs after a student newspaper published a cartoon that minority students considered offensive in December 1998.

General Community Relations. Conflicts between minority groups are increasing throughout the Region. Immigration-related issues in Massachusetts, Maine, and Rhode Island included attacks against immigrants, charges of INS discrimination, and discrimination against Haitians. CRS intervention with Native Americans and town officials of Plymouth, Massachusetts, averted violence from a planned Native American protest on Thanksgiving Day 1998.

Region II -- Northeast Region

The Northeast Region serves New Jersey, New York, Puerto Rico, and the Virgin Islands.

Administration of Justice. In New Jersey, allegations of racial profiling and excessive use of force by New Jersey State troopers were in the news for a large portion of FY 1999. Racially insensitive remarks by the Superintendent of State Police resulted in his removal by the Governor. In April 1999, the New Jersey State Attorney General's Office released a report affirming that racial profiling was a factor in police activity.

On February 4, 1999, a deadly force incident in New York City catapulted the Region into national headlines after the fatal shooting of an unarmed African immigrant by four White New York City police officers. The controversy intensified after it was discovered that 41 shots were fired by the officers, 19 of which struck the man. Remarks by the Mayor of New York supporting the officers after the incident exacerbated racial tension, but at the same time, created coalitions between minority groups who cited similar problems with law enforcement. Major demonstrations and highly publicized arrests followed. CRS conducted self-marshal training for Community Planning Board No. 9 members after plans were announced for a major march on February 20, 1999. CRS met with the borough police commander to discuss issues over the march route, time, logistics, and continuing daily protests at the Bronx Courthouse. CRS met with community leaders to discuss plans for a demonstration at City Hall on February 22, 1999, and daily vigils were held while the Grand Jury was in session. Major demonstrations occurred in conjunction with the religious services for the victim and continued throughout the year. CRS provided contingency planning assistance to law enforcement and march organizers and was on-site to provide conciliation services to resolve potential disputes as tensions remained very high in New York City over perceptions of a pattern of excessive use of force against minorities.

In an effort to reduce conflict between police and citizens CRS facilitated diversity and hate crime training with the New York Police Department in cooperation with the U.S. Attorney for the Eastern District of New York. CRS, in conjunction with the New York Police Department Training Academy, conducted the hate crime training on January 25, 1999, using the new DOJ Hate Crimes Training curriculum for 50 bias crime officers, trauma representatives, detectives, and attorneys. CRS presented a session on community relations outreach and ways to involve communities affected by hate crimes. This training was a major accomplishment for the Northeast Regional Office as such training had not been facilitated by CRS before. Conflict between police and youth in the Region was a major problem and there appears to be a concentration of music groups in New Jersey whose lyrics feature racial hate themes.

Education. On May 3, 1999, CRS conducted on-site conciliation with the Oxford, New York, School Department and parents of three biracial students. The parents alleged that their children were not promoted, but transferred to alternative schools outside the district and had, as a result, not progressed to appropriate grade levels. During the week of May 10, 1999, CRS worked with all parties, resulting in an agreement permitting independent testing of the children, review of school policies and procedures, issuance of a statement affirming a non-discriminatory treatment policy, and adding a minority member to the school's Task Force.

General Community Relations. CRS continued to monitor and assist the Governor of the Virgin Islands with racial issues affecting tourism. Black residents remain hostile to White tourists even though their livelihood is contingent on continuing tourist trade. CRS worked with the Governor to devise strategies to reduce racial conflict and prevent violence between residents and tourists. On February 23, 1999, at the request of the U.S. Attorney, CRS conducted training for school officials and law enforcement on addressing Black, Hispanic, and White gangs more effectively. In May 1999, CRS participated in a hate crime seminar sponsored by the U.S. Attorney for all three of the Virgin Islands. CRS provided information on community oriented policing and school programs including peer mediation within schools, gang reduction, and innovative programs for law enforcement.

Demonstrations by special interest groups, including the newly reorganized Black Panther Party are a commonplace occurrence in the Region. In FY 1999, CRS was able to facilitate positive relations with not only the New York city administration, but also with Hispanic and African American State and city elected officials as major demonstrations were planned. By facilitating extensive contingency planning and training of volunteer demonstration marshals in advance of demonstrations, CRS helped police and demonstration groups avoid conflict -- even though a number of arrests were made.

Region III -- Mid-Atlantic Region

The Mid-Atlantic Region serves Delaware, the District of Columbia, Maryland, Pennsylvania, Virginia, and West Virginia.

Administration of Justice. In FY 1999, the Mid-Atlantic Regional Office dealt with several major police brutality cases including the high profile Johnny Gammage incident (See Pittsburgh, Pennsylvania Profile), along with two other cases in Pittsburgh, and incidents in Erie, Pennsylvania. There were alleged wrongful arrests, inquiries into death penalty bias, corrections facility incidents/bias, racial profiling, a questionable homicide classified as a suicide, discrimination with several police departments, and officers being disciplined for police brutality against minorities.

Education. Generally, there have been significant population increases in the Latino and Asian communities around the Region, especially in urban and metropolitan areas. Conflicts in secondary schools have followed, including bus fights, rock and brick throwing, and bomb scares. There has also been disparate treatment in Head Start programs; a school security chief in Pittsburgh was accused of racial bias; there was a plot to shoot Black and Jewish students; opposition to charter schools; YMCA day campers encountered discrimination at a convenience store; and plots to shoot students were uncovered. Due to limited personnel resources CRS concentrated on Administration of Justice issues.

General Community Relations. Throughout the region there were problems of racial and ethnic graffiti and vandalism of homes, historic landmarks, and synagogues. Allegations of discrimination in housing and the fear of people to report problems were difficult to overcome. In February 1999, CRS conducted

mediation in Roanoke, Virginia, in an effort to help resolve a longstanding dispute between the First Baptist Church and the Roanoke Housing Authority. Twenty years earlier the housing authority had agreed to sell 3.5 acres of land in a historic Black district to the church. Two acres were purchased with the remainder to be purchased at a later time by the church. In the meantime, land values increased and the Housing Authority reneged on the agreement for the final parcel. With CRS' assistance the parties met with local businesses and financial institutions to develop an attractive multi-use package for the acreage and avoided city actions which would have exacerbated racial tensions.

Demonstrations. In FY 1999, CRS provided contingency planning and conciliation services for the following: two major Mumia Abu-Jamal marches and demonstrations, a police brutality demonstration in Washington, D.C., several Ku Klux Klan and Neo-Nazi demonstration rallies and counter demonstrations, numerous ethnic parades, events such as the Latino Women's March, Diversity Marches, a Juneteenth Observance, protests against alleged racist hiring practices by the U.S. Supreme Court, Native Americans protesting Columbus Day, and Greekfest events.

Region IV -- Southeast Region

The Southeast Region serves Alabama, Florida, Georgia, Kentucky, Mississippi, North Carolina, South Carolina, and Tennessee.

Administration of Justice. Police use of force and INS enforcement and deportation activities were some of the greatest sources of racial tension and unrest in the Southeast Region in FY 1999. CRS responded to a fatal police shooting of an African-American male on September 21, 1999, by a Hispanic officer. This was the fourth incident in which the same officer had been involved in a fatal shooting. In April 1999, CRS responded to reports of fasting and a hunger strike by detainees at INS' Krome detention center near Miami, Florida. In June 1999, CRS provided cultural diversity training to U.S. Customs Service Officers in Miami in an effort to alleviate complaints about racial discrimination in law enforcement actions.

Black church arsons were fewer in number, but continued to occur in the Southeast Region. CRS, on a regular basis, assists burned churches and communities in addressing tensions and fears caused by the fires. In Georgia, CRS conducted on-site assessments of community racial tensions in Murray and Walton Counties following Christmas holiday arson of Black churches on December 23, 24, and 25. In Murray County, the Amazing Grace Baptist Church and the Mountain View Baptist Church were burned and in Walton County the Jarvis Full Gospel Church was also burned. Additional holiday fires were reported in Banks and Oconee Counties on December 31, 1998.

General Community Relations. In July and August 1999, CRS provided conciliation and mediation services to law enforcement, county officials, and representatives of the United Nuwabian Nation of Moors, a Black religious group, over zoning and building code violations in the Nuwabian compound. CRS intervention averted potential violence between the Nuwabians and officials who were planning on entering the property to enforce zoning and building codes.

"Southeast Regional Director Cecil Sutton addresses brethren group of the Spring BreakSpecial Event Conference in Atlanta, Georgia, on September 29, 2000." (Photo: CRS Staff)

On September 28-29, 2000, CRS convened a conference that focused on planning special events for

"Representatives of nine cities who participated in the Spring Break Special Events Conference speak to the group from their perspectives as elected officials, community leaders, students, promoters, law enforcement, and civil rights lawyers." (Photo: CRS Staff)

large gatherings of minority youths and college students. The conference brought together representatives from local government, law enforcement, business, community, civil rights organizations, and campus Greek societies from Atlanta, Georgia; Asbury Park, New Jersey; Daytona Beach, Florida; Galveston, Texas; the Grand Strand in South Carolina--Atlantic Beach, Myrtle Beach, and North Myrtle Beach; Philadelphia, Pennsylvania; and Virginia Beach, Virginia. Other observers and participants came from Quincy and Gretna, Florida, and Columbus, Ohio. The conference was planned in response to CRS observation of growing racial tensions within communities where large groups from 25,000 to more than 200,000 predominately African-American youths and young adults congregate during Spring breaks and special summer weekends. The goal of the conference was to develop a publication summarizing "best practices" for contingency planning and organizing community, government, and law enforcement resources for successful weekend events.

Region V -- Midwest Region

The Midwest Region serves Illinois, Indiana, Michigan, Minnesota, Ohio, and Wisconsin.

Administration of Justice. The Midwest Region experienced many incidents of hate or racial fighting in schools or related to areas. Allegations of police use of excessive force against minorities surfaced in every area of the Region, prompting CRS to respond with conciliation assistance and training to meet community and law enforcement needs.

CRS facilitated and participated in statewide hate crime training for law enforcement in Wisconsin and Indiana in March and May 1999. On March 2, 1999, CRS helped facilitate Wisconsin's first statewide Conference on Hate Crime in Madison, Wisconsin, in conjunction with the U.S. Attorney. In Indiana in March and May 1999, CRS participated in providing a series of hate crime training sessions in Evansville, New Albany, Indianapolis, Terre Haute, and Valparaiso with the U.S. Attorneys for the Northern and Southern Districts of Indiana. CRS made presentations designed to enable law enforcement to work more effectively within their departments and in the broader communities to deter and respond to bias crimes.

On August 16, 1999, CRS provided cultual diversity training for 180 Cleveland, Ohio police officers in preparation for a planned Ku Klux Klan Rally on August 21, 1999. CRS provided contingency planning assistance for the rally in partnership with the U.S. Attorney, the Mayor's Office, and the Community Relations Board. CRS was on-site to provide conciliation assistance when 40 robed Klan members held their rally and 300 counter-demonstrators marched and held up anti-Klan signs. The event was peaceful and no arrests were made.

General Community Relations. On February 1, 1999, the Hennepin County, Minnesota, District Court requested that CRS provide mediation services to the State of Minnesota and Native American Tribes over the routing of a new portion of Highway 55 in Minneapolis, Minnesota. Protests, arrests for civil disobedience, and litigation resulted from attempts by the State to go forward with construction. Native American Tribes contended that the present route would violate sacred burial grounds and uproot a natural spring. On February 8, 1999, CRS convened a preliminary meeting with attorneys for the parties to discuss procedural, logistical,

and other activities prior to formal mediation. On February 25, 1999, CRS convened formal court-ordered mediation between the Minnesota Department of Transportation and the Mendota tribe. After nearly nine hours of direct negotiations, the parties reached a mutually acceptable agreement. CRS drafted a formal Memorandum of Agreement outlining the guidelines and obtained the parties acceptance and signature on February 26, 1999.

On December 12, 1998, both the White Earth Band of Chippewa Indians and the Mahnomen County, Minnesota, Commissioners adopted and signed a law enforcement coordination agreement mediated and witnessed by the Community Relations Service. The unprecedented accord outlines the parameter for coordination, licensing of tribal officers, liability indemnification, defines jurisdictions, and maintains the integrity of the tribe's sovereignty. The agreement resolved a continuing dispute over police jurisdiction on Indian reservations who choose not to participate as an extension of the State authority under public law 280. Prior to the agreement state and local authorities had not considered tribal police as certified by the State of Minnesota and would not allow them to be armed while away from reservation land. This was a problem in that the tribal police escort casino officials while depositing receipts at a bank off of the reservation. This case had been referred to CRS in July 1998 by the Department of Justice's Office of Tribal Justice. On August 4-5, 1998, CRS had convened a series of meetings with White Earth Indian reservation officials and their counterparts from two Mahnomen and Becker Counties. The long standing dispute between the tribes and county officials came to a head when the tribes received a Community Oriented Policing grant to establish their own police force. This polarized the parties because of confusion over the way funds could be utilized and how the non-Indian law enforcement would participate in a coordinated law enforcement approach. At the point at which CRS services were requested by the Office of Tribal Justice, tensions had risen to the point of potential armed conflict.

Region VI -- Southwest Region

The Southwest Region serves Arkansas, Louisiana, New Mexico, Oklahoma, and Texas.

Administration of Justice. The most frequent cause of racial tension in the Southwest Region is alleged police misconduct including the use of force. CRS conducted formal mediation in Athens, Texas, between African-American leaders and city officials including the city manager and police chief, then provided technical assistance with the department's use of force policy. As a result of allegations of police abuse in West Texas CRS facilitated municipal/civil liability and civil rights training to eight police departments and two sheriff's deputies.

The frequency of hate crimes and White Supremacist rallies also affect race relations and require appropriate and sensitive police responses. Thus, the close relationship between race relations and police work prompted CRS to devote extensive

"Senior Conciliation Specialist Efrain Martinez sits in ATV with Black and Vietnamese Community leaders in Sunnyside Diversity Parade in Houston, Texas. Martinez helped the Black and Vietnamese communities establish communication and recover after the shooting of a Black youth by a Vietnamese store owner. The Diversity Parade was one of the community's joint efforts to improve race relations."

resources to facilitating hate crimes and cultural diversity training for law enforcement. Following an apparent suicide in the Waxahachie, Texas, jail, CRS provided conciliation assistance over jail issues and facilitated contingency planning for a demonstration by Black and Hispanic residents who were skeptical over the cause of death. CRS provided conflict resolution assistance in the aftermath of a church burning in Oklahoma City, Oklahoma.

Education. CRS assisted the Albuquerque, New Mexico, public school administrators in the aftermath of a student riot in which significant damage was inflicted to Rio Grande High School's main campus building and local police vehicles. In Las Lunas, New Mexico, CRS provided assistance to public school officials and students after a student walkout over curriculum changes. CRS conducted shuttle negotiations between African-American parents and teachers and the Ysleta, Texas, Public School Superintendent, intervened in a dispute between parents of minority students and the Dallas County, Texas, Head Start Program, and mediated a racial dispute at Texas A&M University as a result of an incident involving an Asian American student.

General Community Relations. CRS provided technical assistance to the Coalition to Ease Tensions in Dallas, Texas, and assisted in more than five of its monthly dialogues on race relations, mediated a racial dispute involving allegations of voting rights violations in Las Cruces, New Mexico, and continued to assist the Mayor's Race Relations Task Force in Jasper, Texas, in the development of strategies to address future racial issues in the aftermath of the killing of James Byrd, Jr., and two Ku Klux Klan marches. After a sit-in by more than 200 Hispanic employees of the INCA Metal Products company in Lewisville, Texas, CRS mediated a dispute over working conditions and treatment of employees. CRS mediation of a dispute between Hispanic vendors and the Harry Hines Bazaar in Dallas, Texas, resolved issues that had resulted in a lawsuit. In Dallas, Texas, CRS facilitated discussion of diversity issues between the Hispanic Committee for Juvenile Justice and the Dallas County Juvenile Department officials. CRS presented numerous workshops on alternative approaches to conflict resolution of African American and Hispanic District and statewide civil rights organizations' conferences.

Region VII -- Central Region

The Central Region serves Iowa, Kansas, Missouri, and Nebraska.

Administration of Justice. Complaints of racial profiling and excessive use of force (EUF) occurred in the Region in FY 1999 following the national trend. Incidents were noted in Des Moines and Tama, Iowa; Eureka, Fulton, Jefferson City, Odessa, St. Louis, St. Louis County, and Webster Groves, Missouri; and Omaha, Nebraska. In an effort to reduce law enforcement and citizen conflict and enhance officer skills and capabilities CRS facilitated hate crime and cultural diversity training for law enforcement in Des Moines, Ottumwa, Iowa; Kansas City, Kansas; Osage Beach, Missouri; La Vista, Nebraska. It was also given to the Nebraska State Highway Patrol and at the 10th Regional Law Enforcement Conference held in August 1999 in Omaha, Nebraska.

Education. CRS assistance in providing training for student response teams was requested by a number of middle schools and high schools in the region to enhance their mediation efforts. Many schools requesting assistance felt that student mediation would be a good approach to deal with friction between White students and a growing population of minority students. CRS provided assistance to schools in Atchison and Newton, Kansas; Cape Girardeau, Kansas City, and Raytown, Missouri; Plattsmouth, Nebraska. Native Americans protested continued use of an Indian Mascot at a high school in Wichita, Kansas.

In Lawrence, Kansas, two swastikas were burned into a dormitory rug and a door during Spring Break. A White freshman student was arrested for one of the incidents. Racial tensions arising from the incidents remained low because most of the students were away during the break period.

Indian Country. Significant Native American issues were addressed by CRS in FY 1999 arising from liquor licensing and the death of two Native Americans near Whiteclay, Nebraska, involving the Pine Ridge Reservation just across the Nebraska border in South Dakota. On July 3, 1999, a CRS team helped avert near violence during a second march by the Oglala Sioux Indians, including members of the American Indian Movement, from the Pine Ridge Reservation to Whiteclay, Nebraska. The marches were organized to demand withdrawal of liquor licenses from Whiteclay businesses and more aggressive investigations by the FBI and local officials into the deaths of two Native Americans found near Whiteclay on June 8, 1999. Native Americans wanted the return of Whiteclay to be within the boundaries of the Pine Ridge Reservation. On July 13, 1999, CRS facilitated a meeting between the Governor of Nebraska and the U.S. Attorney to Whiteclay to continue dialogue and to work toward resolution of issues.

Region VIII -- Rocky Mountain Region

The Rocky Mountain serves Colorado, Montana, North Dakota, South Dakota, Utah, and Wyoming.

Administration of Justice.

On May 19, 1999, a multi-regional team of CRS mediators facilitated sessions at the Ogden/Salt Lake City hate crime training conference. Conference cosponsors included the Simon Wiesenthal Center of Los Angeles, California; Weber State University; the U.S. Attorney for Utah, and the Utah Task Force on Racial and Ethnic Fairness in the Legal System. This conference was the result of months of mediation work by CRS to assure that multi-ethnic communities participated in the planning and implementation of the statewide conference. CRS helped the parties move from their original plan of having two separate conferences, one for officials and one for the community, to one collaborative effort. CRS facilitated the focus groups which provided feedback to the Assistant U.S. Attorney for Utah and a report for decision-makers to help them understand the multi-ethnic dimensions in Utah. As a result of the conference four police departments requested the national hate crimes training program and the Salt Lake City Police Chief requested assistance on racial profiling.

Education. School disputes involving Native Americans were prevalent throughout the Region in FY 1999. On November 6, 1998, CRS provided training in conflict resolution to students, youth service providers, tribal council members and subcontractors of the Northern Cheyenne Nation in Lame Deer, Montana, and Towoc, Colorado. The training also incorporated cultural and traditional elements of the Northern Cheyenne and Ute Mountain Ute Indian Nations' history and development, with particular emphasis on conflict resolution in a tribal setting. CRS also alerted a school conflict between Shoshone and Arapahoe students and families with the Landers School and Fremont School Board in Wyoming that was exacerbated by racially insensitive remarks by a school board member.

Indian Country. CRS efforts have included helping tribal and municipal police departments in Cortez Colorado develop an agreement of cooperation. CRS worked with the U.S. Attorney's office for the District of South Dakota, as well as tribal and non-tribal law enforcement to deal with tensions in the aftermath of a young Indian man with fetal alcohol syndrome, who was found dead and stuffed into a garbage can. This included bringing about meetings between community leaders and the U.S. Attorney to explain legal options, and to facilitate communication and coordination between law enforcement and community leaders before and

during a protest march. CRS provided conflict resolution training to Indian leaders and arranged for a law enforcement briefing on the Pine Creek deaths in Rapid City, South Dakota. This helped to defuse mounting tension in South Dakota and allegations of cover-ups.

Similar communication and coordination between American Indian Movement (AIM) protest leaders and tribal and state law enforcement was crucial in avoiding further violence during a march from Pine Ridge South Dakota to Whiteclay, Nebraska, in the aftermath of a march which had resulted in violence and some property damage during the previous week. While tensions were high, and some arrests were made, violence was avoided. This was due to efforts by Aim and other Indian leaders, as well as Nebraska Sate Police, and planning a meeting arranged and facilitated by CRS.

Other involvements in Indian country have included training in mediation, conflict resolution, and problem solving skills in Rapid City, South Dakota; Lame Deer Montana; and the Ute Mountain Ute Reservation in Colorado. CRS facilitated a meeting to form a human relations commission on the Yankton Reservation in South Dakota. In addition, CRS had promoted better communication between local Indian parents and leaders and local social service departments in understanding the provisions and implementation of the Indian Child Welfare Act.

Hate Crimes. The other area of concentration has been to help communities deal with hate crimes. While the most publicized hate crime in the region was the killing of Matthew Shepherd, a gay student at the University of Wyoming, this and other events, including the increase of white supremacy activity has resulted in requests from law enforcement and communities for training in how to deal with hate crimes. CRS played a key role in planning and ensuring significant community involvement for a major hate crime conference in Ogden, Utah, in August 1999. CRS also participated in planning for a state-wide hate crime conference to be held in Colorado in October 1999. CRS contributed a keynote speaker and a workshop presenter at a statewide conference in Montana, and facilitated training for numerous communities around the region.

Major Events. Working with communities and local law enforcement in planning for and responding to major demonstrations has been an important part of the region's work. During Columbus Day demonstrations in Pueblo Colorado, in spite of mistrust and lack of confidence in the mediation process by some members of the community, CRS was able to work with demonstrators, law enforcement, and spectators to avoid escalation of tensions and violence, in spite of such events as the throwing of balloons filled with a red liquid. The formation of a clergy team at the recommendation of CRS to help diffuse potential confrontations and tensions, was very effective.

In Denver, Colorado, CRS has played a key role during the annual Martin Luther King Marade (March/Parade), contributing towards a long history of good cooperation and coordination between planners, city, law enforcement, and community organizations. CRS' role in training marshals and providing liaison with key law enforcement and other city services helped contribute to a peaceful, successful march attended by about 30,000 people.

Region IX -- Western Region

The Western Region serves Arizona, California, Guam, Hawaii, and Nevada.

Administration of Justice. In October 1998, CRS defused tensions at the court house in Carson City, Nevada, on the occasion of a hearing for 11 Native Americans who were being charged with the fatal beating of a Latino man. CRS noted a number of complaints of police use of excessive force in many cities, including: Chino, Claremont, Los Angeles, Riverside (Please see profile for discussion of lessons learned), San Diego, Santa Maria, Sonoma, and Ukiah, California; and Reno, Nevada.

"CRS Senior Conciliation Specialist Vermont McKinney (foreground in white jacket and dark shirt between armored truck and demonstrators) provides on-site conciliation assistance to demonstrators at march protesting police excessive use of force in Riverside, California, on February 27, 2000." (Photo: CRS Staff)

Excessive Use of Force. On April 20, 1999, in Santa Rosa, California, CRS facilitated a discussion, "Building Bridges, A Community Law Enforcement Dialogue," between residents and law enforcement command staff representing several law enforcement agencies in Sonoma County. The dialogue was sponsored by the Sonoma County Commission on Human Rights. More than 80 participants attended the event, which was the last in a series of four meetings, aimed at promoting reconciliation in the wake of polarizing friction between law enforcement and residents following citizen fatalities attributed to excessive use of force by police and a hearing held by the U.S. Commission on Civil Rights. One of the critical incidents was the fatal police shooting of an Asian man in April 1997. The purpose of the dialogue was to allow law enforcement and residents to identify problems and solutions in small group discussions facilitated by CRS. Issues discussed included cultural diversity, emotionally tense situations, and handling of youth and the mentally ill in police situations. The Human Relations Commission prepared a summary report of the dialogue which was distributed to the law enforcement agencies, county officials, and other local elected bodies to implement recommendations.

"CRS Senior Conciliation Specialist Vermont McKinney (behind sign "No Justice, No Peace") provides on-site conciliation assistance to law enforcement and demonstrators during press conference held by Rev. Jesse Jackson (center of photo) on February 27, 2000." (Photo: CRS Staff)

" . . . this summer California has been victimized by several high profile hate crimes. On June 18, 1999, three Jewish synagogues were destroyed by arsonists. This is the second series of hate motivated arsons in Sacramento. The first series in 1993 targeted six victim groups. One of the fires resulted in the total destruction of the N.A.A.C.P. building and its contents.

". . . Since the beginning . . . Community Relations has played a crucial role in helping community leaders develop plans to respond to hate violence."

Paul Seave, United States Attorney
Eastern District of California
Sacramento, California
September 3, 1999, letter to Attorney General Reno about Community Relations Service's conflict resolution assistance

Education. Racial conflict on school campuses consumes a major part of the Western Regions resources, since California has a highly diverse population and is a major destination for new immigrants. CRS worked on provided conflict resolution and mediation services, and training and technical assistance to schools and school officials in the Region.

On May 26, 1999, CRS joined with other public safety, education and community leaders in Sacramento, California, to help on a project to make California's school safe harbors for students. CRS provided technical assistance to the nine members of the California School Safety Task Force established by the California State Attorney General and State Superintendent of Schools in Sacramento, California. CRS advised the Task Force on effective gang, drug and violence prevention and intervention strategies; methods for replicating model programs; evaluation techniques and findings; and partnering community policing strategies with campus programs.

In Stockton, California, on February 25, 1999, CRS and the Stockton Chief of Police convened seven chiefs of police and the Sheriff of San Joaquin County, the San Joaquin County School superintendent, and five other school superintendents to develop a joint protocol for law enforcement responses to hate crimes and racial incidents on school campuses. CRS facilitated this meeting after several well-publicized hate crime incidents occurred on school campuses in and around the Lodi and Stockton, California.

On April 21-22, CRS completed the training for a comprehensive student peer conflict managers training program for teachers, administrators, and support staff of Willow Elementary School in Lakewood, California, in response to rapidly changing student population shifts and rising racial tensions among students. Participants were shown strategies that can be integrated into normal instruction for teaching student problem-solving. Selected students were also trained on peer mediation techniques. The continuous use of problem-solving in the classroom makes it possible for other students to be easily rotated to serve as peer conflict managers. CRS also trained two sponsors to work with the students to oversee and to manage the involvement of other students in the conflict management program throughout the school year. This particular case was unusual in that it involved elementary students, because the level of tension and conflict necessitated the attempt to bring peer mediation and student racial conflict resolution techniques to the elementary level. CRS conducted similar training at Azusa High School in Azusa, California.

On April 21, 1999, CRS joined a multi-agency team in gaining the agreement of teachers at Burton Street Elementary School in Los Angeles, California to enter into mediation with parents, support staff, and administrators from the Los Angeles Unified School District following the severe beating of the White School Principal allegedly by two Hispanics who made racial remarks about Whites.

Region X -- Northwest Region

The Northwest Region serves Alaska, Idaho, Oregon, and Washington.

Administration of Justice. Communities of color in Oregon and Washington have alleged the use of racial profiling by police in making traffic stops. CRS helped Oregon officials facilitate the adoption of a non-discrimination resolution by law enforcement agencies and the police unions on April 9, 1999. This was believed to be the first non-discrimination resolution jointly developed and signed by law enforcement management and police unions in the country. The agreement set the stage for a closer relationship between police management and police unions in addressing racial issues that interfere with the effectiveness of police services, increase physical risks for officers, and create the potential for conflict between police and citizens.

Hate crimes continued to occur in the region raising community racial tensions. On February 22, 1999, a cross was burned outside the Zion Temple Church of God, a multi-ethnic Pentecostal church, in Spokane, Washington. CRS coordinated its services with the U.S. Attorney, Spokane Fire Department, ATF, the Northwest Coalition Against Malicious Harassment, and representatives of the church.

Education. Passage of anti-affirmative action legislation in Washington has given rise to increased acts of bias motivated behavior against persons of color on school campuses. Immigrant communities raised concerns that non-native English speakers were not being offered the same quality of education as White students which is resulting in arguments about test scores.

General Community Relations. There has continued to be a growing concern about anti-immigration hostilities coupled with an increase of INS work site enforcement activities. The negative impact of these activities on the local agricultural economy was cited by the Governor of Washington and other Washington State elected officials as a major concern. In March 1999, CRS met with the U.S. Attorney's Office, local human rights officials, and Hispanic community representatives in Yakima, Washington, regarding community racial tension arising from the perceived unfairness of INS enforcement activities. Several demonstrations occurred and polarization between Hispanic residents and the largely White community was rising. CRS provided conciliation services to the parties to begin working toward resolution of issues, particularly the safety of Hispanic farm workers.

Indian Country. As tribes and native villages have increasingly sought to reassert treaty and traditional hunting, gathering, fishing and other sovereign rights, jurisdictional conflicts have occurred with law enforcement, taxing authorities, and public and private landholders over exercise of these rights. There continued to be jurisdictional conflicts over reservation gambling, sales of fire works, liquor and tobacco products. In the wake of court decisions requiring repatriation of indigenous remains to tribal authorities, differences have increased over discoveries of possible remains at construction sites and other accidental discoveries of possible remains. This has also seriously strained relationships between tribal governments, municipalities, and other entities.

In the Fall of 1998, the Makah Tribe of Near Bay, Washington, reasserted its tribal rights to conduct whale hunting in an effort to restore traditional Native American culture. The right to hunt a limited number of whales was approved by Federal authorities. This drew immediate protests from environmental groups who threatened the public Makah Days celebration and the whale hunters. CRS worked closely with the U.S. Coast Guard and the Washington National Guard to ensure the safety of the Makah tribe and visitors to the reservation during Makah days.

CRS OFFICES

CRS National Office

Community Relations Service
600 E Street, NW, Suite 6000
Washington, D.C. 20530
202/305-2935
202/305-3009 (FAX)

Regional Offices

New England Regional Office
(Region I)
(ME, VT, NH, MA, CT, RI)
Community Relations Service
408 Atlantic Avenue, Room 222
Boston, MA 02201
617/424-5715
617/424-5727 (FAX)

Northeast Regional Office
(Region II)
(NY, NJ, VI, PR)
Community Relations Service
26 Federal Plaza, Suite 36-118
New York, NY 10278
212/264-0700
212/264-2143 (FAX)

Mid-Atlantic Regional Office
(Region III)
(DC, DE, MD, PA, VA, WV)
Community Relations Service
2nd and Chestnut Streets, Suite 208
Philadelphia, PA 19106
215/597-2344
215/597-9148 (FAX)

Southeast Regional Office
(Region IV)
(AL, FL, GA, KY, MS, NC, SC, TN)
Community Relations Service
75 Piedmont Ave, NE, Suite 900
Atlanta, GA 30303
404/331-6883
404/331-4471 (FAX)

Midwest Regional Office
(Region V)
(IL, IN, MI, MN, OH, WI)
Community Relations Service
55 West Monroe Street, Suite 420
Chicago, IL 60603
312/353-4391
312/353-4390 (FAX)

Southwest Regional Office
(Region VI)
(AR, LA, NM, OK, TX)
Community Relations Service
1420 West Mockingbird Lane,
Suite 250
Dallas, TX 75247
214/655-8175
214/655-8184 (FAX)

Central Regional Office
(Region VII)
(IA, KS, MO, NE)
Community Relations Service
1100 Main Street, Suite 320
Kansas City, MO 64105-2112
816/426-7434
816/426-7441 (FAX)

Rocky Mountain Regional Office
(Region VIII)
(CO, MT, ND, SD, UT, WY)
Community Relations Service
1244 Speer Blvd., Suite 650
Denver, CO 80204-3584
303/844-2973
303/844-2907 (FAX)

Western Regional Office
(Region IX)
(AZ, CA, GU, HI, NV)
Community Relations Service
888 South Figueroa Street, Suite 1880
Los Angeles, CA 90017
213/894-2941
213/894-2880 (FAX)

Northwest Regional Office
(Region X)
(AK, ID, OR, WA)
Community Relations Service
915 Second Avenue, Suite 1808
Seattle, WA 98174
206/220-6700
206/220-6706 (FAX)

Field Offices

Community Relations Service
51 SW First Ave, Suite 624
Miami, FL 33130
305/536-5206
305/536-6778 (FAX)

Community Relations Service
211 West Fort Street, Suite 1404
Detroit, MI 48226
313/226-4010
313/226-2568 (FAX)

Community Relations Service
515 Rusk Avenue, Suite 12605
Houston, TX 77002
713/718-4861
713/718-4862 (FAX)

Community Relations Service
120 Howard Street, Suite 790
San Francisco, CA 94105
415/744-6565
415/744-6590 (FAX)

Customer Service Standards
Community Relations Service

Our goal is to provide sensitive and effective conflict prevention and resolution services. CRS will meet the following standards:

- *We will clearly explain the process that CRS uses to address racial and ethnic conflicts and our role in that process.*
- *We will provide opportunities for all parties involved to contribute to and work toward a solution to the racial or ethnic conflict.*
- *If you are a participant in a CRS training session or conference, you will receive timely and useful information and materials that will assist you in preventing or minimizing racial and ethnic tensions.*
- *We will be prepared to provide on-site services in major racial or ethnic crisis situations within 24 hours from the time when your community notifies CRS or CRS becomes aware of the crisis.*
- *In non-crisis situations we will contact you to discuss our services within three days of when your community notifies CRS or when CRS becomes aware of the situation.*

"In many communities the police officers and citizens are working together to prevent crime. They are reaching out to young people and to the elderly to build understanding and trust, all in the name of making our neighborhoods safer places to live, but with a greater, more important result."

Attorney General Janet Reno
Police Integrity Conference
June 9, 1999, Washington, D.C.