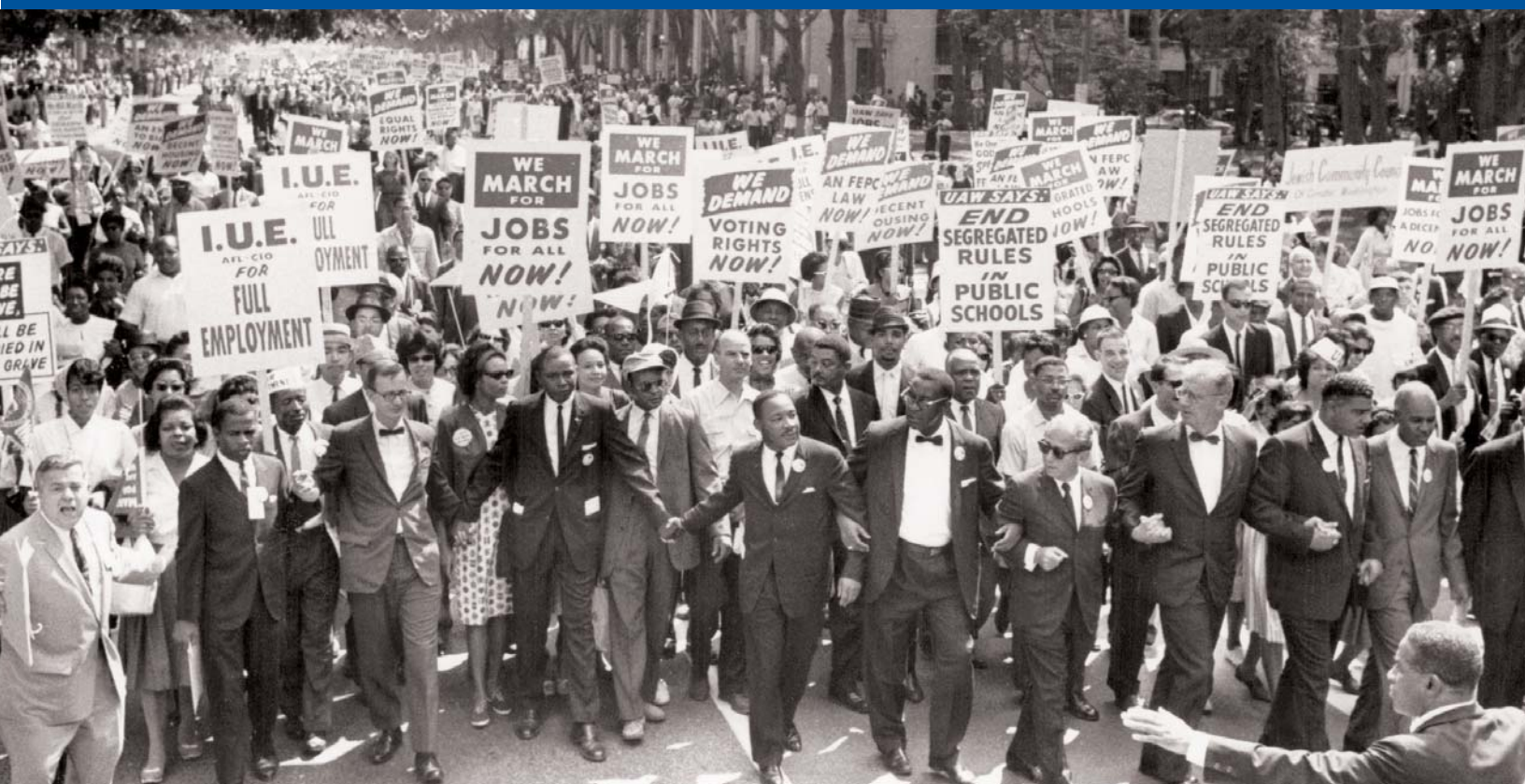


Forty Years of Advancing the Dream: 1964 - 2004



Community Relations Service
Annual Report FY 2004
40th Anniversary Edition

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The Community Relations Service was established by Title X of the Civil Rights Act of 1964 as the only Federal agency with jurisdiction over community conflicts that arise due to issues of race, color or national origin.

FORTY YEARS OF ADVANCING THE DREAM
1964-2004

COMMUNITY RELATIONS SERVICE
U.S. DEPARTMENT OF JUSTICE



ANNUAL REPORT FY 2004
40TH ANNIVERSARY EDITION

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

With this statement, I hereby transmit a report on the activities of the Community Relations Service (CRS) of the U.S. Department of Justice for Fiscal Year 2004. 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' conflict prevention and resolution activities, so that Members of Congress may assess its performance in executing its statutory mandate.

Respectfully submitted,



Sharee M. Freeman
Director

About the Community Relations Service

The Community Relations Service (CRS), a unique component of the U.S. Department of Justice, works to resolve and prevent community conflicts and tensions arising from differences in race, color, or national origin. CRS provides a wide range of race relations services, such as mediation, conciliation, and technical assistance to local communities.

CRS deploys highly skilled professional mediators with experience and cultural awareness to enable affected parties to develop and implement their own solutions. Its services are confidential, non-partisan and free of charge, and are designed to serve as a catalyst for peaceful resolution.

***Functions of the Service
42 U.S.C. § 2000g-1***

“It shall be the function of the Service to provide assistance to communities and persons therein in resolving disputes, disagreements, or difficulties relating to the discriminatory practices based on race, color, or national origin which impair the rights of persons in such communities under the Constitution or laws of the United States or which affect or may affect interstate commerce. The Service may offer its services in cases of such disputes, disagreements, or difficulties whenever, in its judgment, peaceful relations among the citizens of the community involved are threatened thereby, and it may offer its services either upon its own motion or upon the request of an appropriate State or local official or other interested person.”

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DIRECTOR'S FOREWORD

I have always admired results, and what it takes to achieve results. Perhaps that is why I was drawn to this proud agency three years ago--to be part of a small cadre of government servants who know how to get things done in a field where so much needs to be done. We are an agency of quiet persuasion and strong principle, dedicated to the job of promoting understanding and encouraging people, communities and governments to talk to each other to solve racial conflict.



Beyond mere words, concrete examples show the past year has brought the same kind of extraordinary success this agency has achieved over the past 40 years. In Inglewood, California, we were there to ensure calm when the end of a trial of a police officer threatened possible civil unrest. Across the land, we were there to provide our Arab, Muslim, and Sikh Awareness and Protocol Seminar to promote understanding of cultural uniqueness. The September 11, 2001, attacks not only brought home the dangers of terrorism, but also spotlighted the unique challenges facing this growing segment of American society.

When the Civil Rights Act of 1964 established this agency, black and white issues dominated America's racial problem. But forty years of progress and years of dynamic change have made the problem more complex, involving different ethnic groups living in suburbs, cities, and rural areas. These changes have touched every corner of our country, expanding exponentially the need for racial and ethnic understanding.

The Community Relations Service is aptly named. It is an agency of service. The staff of experienced, dedicated mediators works closely with local communities and local governments to help them resolve racial and ethnic conflicts. We facilitate and collaborate. We do not seek attention for ourselves when we provide our services, because we know that real solutions must be generated within communities by people who live with each other every day.

We also have become more efficient, as a result of new internal management policies, new performance-based work plans, new technology and equipment, more focused staff training in mediation, and greater skills in riot and rumor control.

Hope drives this agency--hope that respects diversity and values the civil rights of all in a nation of constantly changing communities and institutions. We sense real success when we see prejudice giving way to understanding and uncivil behavior giving way to constructive discussion. But much remains to be done. The 1964 Civil Rights Act revolutionized America, but its promise is still not a complete reality. As an agency of results, we will never stop working to achieve that reality for all.

A handwritten signature in cursive script that reads "Sharee M. Freeman".

Sharee M. Freeman, Director
Community Relations Service



The 1950s and 1960s were turbulent decades for America. Segregation, hate crimes, racial tension and civil unrest threatened to tear the nation apart. Out of this strife emerged a growing need for a Federal partner that would assist local communities with addressing racial problems and issues. This need was met with the creation of the first and only Federal agency dedicated to assisting state and local units of government, private and public organizations, and community groups with preventing and resolving racial and ethnic tensions, incidents, and civil disorders, and restoring racial stability and harmony - the Community Relations Service.

HISTORY OF THE COMMUNITY RELATIONS SERVICE (1964-2004)

The Community Relations Service (CRS) became a reality on July 2, 1964, when President Johnson signed the historic Civil Rights Act into law. Among those present for the signing was the Reverend Martin Luther King, Jr., who once said, “No social advance rolls in on the wheels of inevitability. It comes through the tireless efforts and persistent work of dedicated individuals.” In that quote, he could just as easily have been describing CRS’ future efforts in helping to prevent and resolve racial and ethnic conflict in America.

This small agency has played a large role in preventing violence and lowering tensions during its 40 years of conciliation, mediation, collaboration, and facilitation with communities, governments, citizens’ groups, and individuals. In that time, it encountered thousands of confrontations involving racial and ethnic minorities, and did its job quietly and without fanfare. This rich history of direct conflict resolution has proven extraordinarily dynamic.

In an era of rapid demographic change, CRS encountered new challenges and conflicts. Since the September 11, 2001, terrorist attacks, for example, CRS has focused on promoting understanding of Arabs, Muslims, and Sikhs, who have become new targets for racial incidents. CRS adapted to these and other challenges, but its basic mission and

methods of resolving racial conflict for all communities remained the same—working behind the scenes to bring disputing parties together to find peaceful solutions.

Title X of the 1964 law mandated CRS’ creation and its duties and responsibilities. Initially, the agency was established as part of the Commerce Department under the assumption that it would mostly be conciliating disputes that dealt with public accommodations. But in less than two years, President Johnson requested that CRS be transferred to the Justice Department, stating this switch was necessary to ensure better coordination and enforcement of civil rights laws.

On April 16, 1966, CRS officially became part of the Justice Department. Since then, CRS has responded to thousands of requests for assistance in resolving conflicts from city officials and community members. In the past five years alone, CRS conciliated more than 5,000 cases.

“It could be one of the longest and most far-reaching steps toward an ultimate solution of the civil rights issue that could be taken.”

-Former President Lyndon B. Johnson, when, as Senate Majority Leader, he introduced the bill that created the Community Relations Service.

CRS DIRECTORS ¹

Leroy Collins (1964-1966)



Former Florida Governor Leroy Collins was the first CRS Director. During his tenure, CRS focused on helping the country move

from being a racially segregated society to an integrated one, with shared public accommodations, utilized public transportation, and public services without regard to race, color, or national origin. In 1965 at the request of President Lyndon Johnson, Collins attended the Selma, Alabama, Civil Rights march led by Martin Luther King, Jr., and helped ensure a peaceful demonstration.

Roger W. Wilkins (1966-1969)



Roger Wilkins, appointed CRS Director by President Johnson, spearheaded efforts to address racial tensions that fueled urban riots of the 1960s. At the request of President Johnson, Wilkins, Attorney General Ramsey Clark, and Assistant

Secretary of the Navy Clifford Alexander traveled to Memphis, Tennessee, immediately following the assassination of Dr. Martin Luther King, Jr. In addition, Wilkins was on site during civil disorders of the 1960s, including incidents in Detroit, Chicago, and Newark. In April 1966, CRS was transferred from the U.S. Department of Commerce to the U.S. Department of Justice, and Wilkins maintained a close relationship with President Johnson and Attorney General Clark.

On the heels of the assassination of Dr. Martin Luther King, Jr., CRS made a determined effort to broaden the agency's focus from responding to crises to addressing the causes of racial conflict. As a result, CRS made proactive efforts in several areas, including administration of justice, communications, education, housing, and economic development. CRS' field representatives -- who are now called conciliation specialists -- developed proactive program strategies in order to prevent civil disorder. For example, in the area of communications, CRS was instrumental in addressing media portrayals of minorities that perpetuated racial stereotypes.

Ben Holman (1969-1977)



On April 7, 1969, Ben Holman was sworn in

¹ CRS has had several acting Directors who served between long-term Directors who were confirmed by the United States Senate. They include: Gilbert G. Pompa (1977-1978), Wallace Warfield (1986-1987), Robert L. Martinez (1987-1988), William Lucas (1992-1993), Jeffrey L. Weiss (1993-1994), and Jonathan Chace (2001).

as the third Director of CRS. Prior to his appointment, Holman served as the agency's Assistant Director of Media Relations from 1965 to 1968. As Director, Holman led CRS to take more effective steps to enlist the support of the private sector to address critical problems. He also funneled more resources into cases that assisted communities in developing local programs and projects. Holman implemented an approach of working toward defined objectives, which resulted in measurable improvement in alleviating sources of racial difficulty.

Gilbert G. Pompa (1978-1986)



Gilbert Pompa became the fourth Director of CRS in 1978. He still holds the distinction of being the longest-serving Director in the agency's history. He also is the only Director to rise from the rank of field conciliator.

Pompa's tenure reflected the significant race relations challenges of the times, including increasing police-community violence, major demographic changes, and urban disorders. He established a task force in 1979 to plan and conduct a nationwide program to alleviate community tensions arising from widespread charges of excessive use of police force. That initiative produced a series of national conferences, seminars, and publications designed to build

constructive police-community partnerships across the nation.

During the 1970s, Pompa guided CRS to help several school districts prepare for court-ordered desegregation. Pompa also addressed major demographic shifts, as the 1980s witnessed a dramatic increase in the population of Hispanic-Americans and other immigrants. In 1980 and 1982, CRS assisted with the resettlement of immigrants from Southeast Asia, Cuba, Haiti, and other countries. Amid an increase in racial disturbances, Pompa introduced an internal agency tool for the systematic appraisal of racial tensions to help alert local communities to concerns before they might escalate into more dangerous conflicts.

Additionally, he was the architect of the agency's first theoretical framework for analyzing community conflict—the "two taproot theory." This theory hypothesizes that racial and ethnic conflict can only be addressed if underlying causes (the taproots) are considered. CRS staff will always remember Gilbert Pompa's successes and his remarkable sense of humor. In addition to being CRS Director, Pompa was a gifted and prolific political cartoonist.

Grace Flores Hughes (1988-1992)



Grace Flores Hughes was confirmed by the Senate on June 16, 1988. Her initial focus as CRS Director was on management

changes and morale improvements. The agency sought to address these issues through new program and management initiatives, conflict resolution training, and national staff conferences. During Hughes' tenure, CRS developed a crisis management plan to provide emergency humanitarian and resettlement services for Central American families and unaccompanied minors in South Texas in 1989 and 1990.

CRS also developed a resettlement plan to address the monumental challenges related to the Haitian migrant operation at Guantanamo Bay, Cuba, in 1991 and 1992. When the Los Angeles riots broke out in 1992, Hughes directed a nationwide crisis response plan to address issues involving police use of force. This followed the first trial of the police officers accused of assaulting Rodney King, and required concerted agency attention in providing conciliation services in Los Angeles.

Rose Ochi (1997-2001)



Rose Ochi was confirmed as CRS Director on March 20, 1997. She came to the

helm of CRS at a difficult time. Just prior to the first year of her tenure, staff reduction and curtailment of travel to sites of community racial conflict was implemented. Despite these initial obstacles, Ochi successfully implemented stricter financial controls and oversaw numerous agency successes in hiring.

In 1998, CRS was designated the court-appointed mediator of desegregation efforts in Little Rock, Arkansas. CRS helped the parties negotiate an agreement, and convened forums where members of the community could express their concerns about the desegregation process. After the highly-publicized death of James Byrd in 1988, CRS assisted Texas officials in preparing for large demonstrations by the Ku Klux Klan, Black Panthers, and other groups. Ochi also mobilized a Church Burning Crisis Response Team that provided racial conciliation services in 180 localities after several predominantly black churches were burned or vandalized.

Sharee M. Freeman (2001-present)



Sharee Freeman assumed leadership at the helm of a new era for CRS - a period of heightened challenges, unlike any other in recent U.S. history.

Faced with evolving issues stemming from the events of September 11,

2001, Director Freeman advanced CRS' focus on initiatives and support services that were geared towards communities with sizable Sikh, Muslim, and Arab populations, and that improved the effectiveness of CRS' capacity-building strategies.

For example, CRS created the Arab, Muslim, and Sikh Awareness and Protocol Seminar, which has been conducted in hundreds of locations across the country. In 2004, Director Freeman appeared on PBS and BBC television specials to discuss the program, as well as the more than 250 Arab, Muslim, and Sikh community meetings CRS sponsored and facilitated to reach out to these communities. She also oversaw the creation of a law enforcement roll call video that helps police officers differentiate between threats and cultural norms in non-crisis situations and those surrounding Arab, Muslim and Sikh issues. The video, "The First Three to Five Seconds," is available on CRS' web site at www.usdoj.gov/crs/. This CRS created video has also been distributed by the Department of Homeland Security, under their seal.

Along with 9/11 issues, police-community relations have been a major focus during Director Freeman's tenure. In Inglewood, California, and Shreveport, Louisiana, CRS deployed mediators in the aftermath of fatal police shootings of African-Americans. In all cases, CRS successfully assisted the community by facilitating

dialogues between the police and community members, and assisting with contingency planning during demonstrations.

To enhance CRS' effectiveness, Director Freeman implemented economical travel procedures for conciliators, new internal management policies and procedures, performance-integrated work plans and merit-based promotion plans. Conciliation specialists who use training to respond to existing conflict underwent uniform certification training to ensure quality service in all training-related materials. CRS mediators now pursue state certification or court-approved mediator status.

Additionally, Director Freeman brought new technology to the agency, as well as extensive training in mediation, coaching, riot control, and media and rumor control. In leading the agency to successfully meet its next level of challenges, she helped CRS develop a resource library to assist mediators, and an internal agency computer tool that allows CRS employees to quickly access relevant web sites and material. Under Director Freeman's guidance, CRS also became the first Justice Department agency to complete a Comprehensive Continuity of Operations Plan (COOP), which is an emergency response plan for potential terrorist attacks required by Presidential Directive.

Director Freeman also broadened CRS' reach and recognition by responding to a request for assistance from British officials and communities. After a series of race riots divided the North London towns of Bradford, Oldham, and Burnley, she provided a comprehensive outline of materials and information to British government officials to help them structure a frontline agency similar to CRS.

KEY CASES: 1964-2004

1964-1974

In 1967 and 1968, CRS worked to prevent violence when caravans from all over the country came to Washington D.C., where "Resurrection City," a tent encampment, was established to protest poverty in America. CRS served as liaison between the Federal government, the Southern Christian Leadership Conference and the Poor People's Campaign, which organized the caravans.

CRS sponsored a series of workshops for news media representatives, public affairs representatives of minority organizations, and human relations specialists in several cities to discuss the reporting of racial issues, sensationalism in the media, racial tags, recruitment of minority employees, race relations training and the media's role in defusing urban crises.



During an event in Memphis, Tennessee, observing the 30th anniversary of Dr. Martin Luther King, Jr.'s death, several community leaders visited the Lorraine Motel, the site of the incident. CRS assisted the community in marshaling the 1994 celebration. In 1968, CRS helped Memphis to remain calm in the days immediately following Dr. King's death. Photo: CRS

On April 4, 1968, in Memphis, Tennessee, the Reverend Martin Luther King, Jr. was fatally wounded by an assassin's bullet, triggering racial violence across the country. But Memphis largely avoided the violence, thanks to the leadership and actions of CRS' field conciliators, led by Southeast Regional Director Ozell Sutton. CRS had been on hand to conciliate racial tension during the garbage workers' strike and had talked to many leaders in the black community, including black gangs. Mr. Sutton was in the hotel when King was shot on the balcony of the Lorraine Motel.

He followed the ambulance to the hospital and, upon learning of Dr. King's death, called Attorney General Ramsey Clark to advise him. Then, CRS staff went to the Masonic

Temple and addressed a crowd of 10,000 people who had gathered for King's address that night. CRS advised everyone to go straight home and that nothing more could be done. Virtually everyone followed this advice, including leaders of black gangs that CRS staff personally confronted.

CRS developed Project 81, a strategy to help school systems in the South desegregate peacefully during the 1969-1970 school year, as mandated by the U.S. Supreme Court. The project focused on establishing biracial parent councils in the school systems.

In 1972, the American Indian Movement (AIM) and other Native American groups staged a "Trail of Broken Treaties" demonstration in Washington, D.C., that resulted in a large group of protesters taking over the headquarters of the Bureau of Indian Affairs (BIA). CRS facilitated a negotiation process between the White House and AIM that led to a

peaceful solution and ended the occupation. CRS prevented serious violence from occurring when it succeeded in persuading law enforcement officers from storming the building.

In February, 1973, about 250 Native Americans under the leadership of AIM took over the village of Wounded Knee, South Dakota, on the Pine Ridge Reservation. CRS served as the mediator between the Native people and government forces surrounding the reservation.

After seventy days, the group turned over its arms to CRS, and some Native Americans were arrested. The occupation resulted in Federal investigations into BIA records and civil rights review. CRS helped arrange a 1974 meeting between White House officials and the traditional chiefs and headmen of the Sioux tribe to discuss treaties and the Indian Reorganization Act of 1934.

1974-1984

Throughout the 1970s, CRS played a significant role in the desegregation of Northern school systems, using its experience gained from utilizing Project 81 in the South. Most were peaceful, but an exception was Boston, where CRS was called upon by District Judge W. Arthur Garrity Jr. to help restore calm and peaceful race relations. CRS deployed conciliators from all over the country and assisted in creating parent and student councils at schools and

In 1993, CRS staff assisted in contingency planning for ceremonies observing the 20th anniversary of a stand-off in Wounded Knee, South Dakota. During the initial 1973 incident, CRS assisted the involved parties in resolving a potentially violent incident by facilitating dialogue between law enforcement officials and Native American leaders.
Photo: CRS Region VIII Staff



established citywide parent council partnerships.

CRS assisted in establishing a school security presence to help prevent problems, enlisted the support of businesses, universities, and other groups to improve the curriculum, and defused numerous racial incidents and problems that cropped up in many cities working through the desegregation process.

Because of America's growing Spanish-speaking population, CRS' casework increasingly involved Hispanics. Police shootings became a major concern of Hispanic-Americans in Texas. National attention was drawn to an incident involving the death of one Hispanic man, Joe Campos Torres, in 1977. In September 1978, CRS sponsored a meeting between chiefs of police from six Texas cities and leaders of six Hispanic organizations to discuss when deadly force can legally be utilized by officers. This successful meeting resulted in regional conferences involving larger numbers of police officers and Hispanic leaders.

Starting in 1977, Director Gilbert Pompa made excessive use of force and the concomitant deaths of minority citizens by police the agency's highest priority. CRS sponsored a major conference in

December of 1979 that brought together police and minority leaders to discuss this issue, and set the tone for establishing higher standards geared towards reducing police use of force. CRS held numerous symposiums and developed a project on municipal liability to help police better understand the fiscal consequences of ignoring proper law enforcement practices.

In 1978, CRS published, "Police Use of Deadly Force," incorporating discussions by law

enforcement executives and the lessons CRS had learned in resolving disputes between police and citizens involving alleged excessive use of force and use of deadly force. Four years later, CRS published, "Police Use of Deadly Force: A Conciliation Handbook for Citizens and the Police," which was an expansion of this earlier publication. It encourages both sides to make determined



Throughout the 1970s, CRS played a vital role in assisting with school desegregation conflicts in numerous communities throughout the country. CRS utilized its conciliation, technical, and educational resources to help school districts desegregate peacefully. Photo: National Archives

efforts to understand each other's concerns and remove sources of friction whenever possible.

In 1978, CRS assisted Los Angeles school authorities in the first phase of a desegregation plan involving grades one through eight. No massive demonstrations or violence occurred. In the same year, CRS also helped New Castle County, Delaware, successfully desegregate its school system under a court-ordered plan.

In August, 1981, CRS mediated a negotiated settlement in a case where the Richmond, California, Police Department was charged with employment discrimination and use of excessive force against blacks. In 1981, CRS helped form a loose coalition of black leaders and New Orleans officials to reduce tensions after four African-Americans had been shot to death by police over a five-day period. The community contended that the shootings were retaliation for the slaying of a police officer. As a result of CRS' intervention, the officials met with minority leaders and examined the police department's firearms policy, citizen complaint procedures, and other matters to reduce tension.

CRS responded to riots in Miami, Florida, in 1980 and 1982, and in Lawrence, Massachusetts, in 1984. In each case, CRS used its crisis response model to help address issues such as racial tension

assessment, mass arrests, and mobilization of community resources.

1984-1994

In the 1980s in California, Washington, Oregon, Minnesota, and Wisconsin, Native American and white sportsmen had numerous conflicts over Native American use of treaty rights for off-season hunting and fishing. CRS was on site for demonstrations and negotiated several agreements between tribes and state and Federal authorities on the use of these rights.

Southeast Asian refugees who settled in Colorado between 1980 and 1985 found they were often crime victims or had trouble understanding U.S. law or their rights. CRS worked with local support agencies serving them by explaining available assistance. Along with the Denver Police Department's Community Relations Bureau and the Denver Agency for Human Rights, CRS assisted in the development of a videotape explaining law enforcement services to Southeast Asians.

When racial and ethnic problems continued to flare in the Western Region in the early 1990s, particularly in California, CRS' Western Region developed the SPIRIT program, in which students come together to identify and resolve problems causing conflict. It proved to be so successful that it was

adopted nationwide.

In 1987, CRS deployed personnel to Bensonhurst, New York, after an attack on two black brothers by whites. CRS met with youth from the area and organized a teacher and student human relations group to conduct conferences where problems could be properly addressed.

Responding to a high level of hate group activity in Northwestern states, CRS helped establish a coalition against malicious harassment to address the problem in 1987. On April 17, 1988, a group of Smith College students in New England complained of historic racism at the college. CRS mediated an agreement, called the Smith Plan for Diversity that addressed their 18 grievances. The plan was also used to assist several schools in New England deal with their racial problems.

CRS provided assistance during a Haitian and Cuban refugee crisis in 1994. CRS helped Haitian migrants on the U.S.N.S. COMFORT, which was moored in Kingston Harbor, Jamaica, and served as the main liaison between Haitian migrants and the military. Additionally, CRS helped identify unaccompanied minors and reunify family members.

Later, with more Haitian refugees interdicted at sea, the U.S. provided safe haven for new refugees at

Guantanamo Naval Base. The U.S. also interdicted thousands of Cuban refugees and took them to the naval base as well. CRS resettled 11,695 Cuban refugees in fiscal year 1994 and 23,648 in fiscal year 1995. In 1992, the videotaped beating of Rodney King resulted in days of city-wide rioting in Los Angeles, California. CRS worked with Korean-American, African-American, and Hispanic leaders to restore peace on the streets.

1994-2004

The past ten years have ushered in many changes at CRS. The Student Problem Identifying and Resolving Issues Together (SPIRIT) program became more widely used as a tool to deal with growing racial and ethnic tension in schools. In addition, the agency addressed issues ranging from church burnings to post-September 11, 2001, conflicts.

On October 16, 1995, CRS was the lead agency for ensuring that the Million Man March on Washington, D.C., occurred without incident. Despite serious logistical challenges, the march was largely incident-free.

In the 1990s, CRS addressed growing racial tension arising from environmental issues. Increasingly, minority communities said they were suffering disproportionately from environmental policies that left their communities more heavily polluted

than others. In 1995, CRS mediated an agreement between Hartford, Connecticut, officials and community leaders, resolving health concerns stemming from a landfill.

Between January 1995 and September 1998, more than 670 churches were burned or desecrated in the U.S., with most of those being in the South. Many of these churches belonged to African-American congregations, raising concerns that the burnings were racially motivated. CRS established a Church Burning Response Team to offer its various services to local communities and served on and advised local church arson task forces established by the Attorney General.

In November 1999, when five-year-old Elian Gonzales was rescued at sea after a long journey from Cuba, a national controversy arose over whether he should be returned to his father in Cuba or be allowed to remain with American relatives in Florida. The Immigration and Naturalization Service (INS), now called the U.S. Citizenship and Immigration Services, ordered the boy's relatives to return him to Cuba, but Miami's Cuban community

erupted in protest. CRS was instrumental in keeping calm and preventing violence, meeting with the Cuban community and coordinating steps with the INS. When the INS issued a 10-day deadline for Gonzales to return to Cuba, CRS



Since the events of September 11, 2001, CRS has responded to the growing demand for services to help communities address issues involving Arab, Muslim, and Sikh residents. For example, CRS conciliators assisted in marshaling a silent demonstration in Washington, D.C., that was coordinated by a Muslim awareness group. Photo: CRS

arranged meetings between INS and leaders in the Cuban community. CRS also attended protests and conducted on-site conciliation to ensure they were peaceful.

Major protests and special events were an important part of CRS' peacekeeping casework in the past decade. In 2000, the "Black

Bike" Memorial Day weekend event, drawing thousands of participants, expanded from Atlantic Beach, South Carolina, to Myrtle Beach, a predominantly white area. As a result, community tensions increased. In preparation for the event, CRS collaborated with city officials, police, and event organizers on contingency planning. CRS also trained local volunteers to act as welcoming "ambassadors" to the black bikers, and trained a "god squad" of religious leaders to foster an environment of tolerance and peace during the event.

The September 11, 2001, attacks had a profound impact on the nation and also on the activities of CRS. As reports of violence against Arabs, Muslims, and Sikhs in the U.S. intensified, CRS deployed its forces to promote understanding. Among its activities was the preparation of the Arab, Muslim, and Sikh Awareness and Protocol Seminar, and the creation of a law enforcement roll call video titled, "The First Three to Five Seconds." The video helps police officers to reduce tension by differentiating between threats and cultural norms in non-crisis situations involving Arabs, Muslims, and Sikhs.

In recent years, reports of vandalism and burnings involving mosques and Sikh gurdwaras have increased. On July 14, 2003, CRS responded to televised news reports of a fire at a mosque in Elizabeth, New Jersey. While the police reported that the fire was not arson, it resulted in increased fears among the local Muslim community. CRS provided assistance to the community and the media to address rumors that the fire was a bias crime. CRS also helped local Islamic leaders plan a community forum, which allowed community members to express their concerns.

Police-community relations proved to be a continuing focus of the agency. Several highly publicized deadly-use-of-force cases dramatically increased racial tensions. In each case, CRS responded with efforts to partner with both sides to reduce tensions, and in

some cases mediated agreements calling for more police training and better communication and cooperation with minority communities. CRS also facilitated discussions with community groups, local officials and law enforcement officers to ease tensions and find solutions, such as recruitment of more minority officers and police-community forums.

In Inglewood, California, community demonstrations erupted in 2002 after a videotape showed a group of police officers holding a black teenager against a police car. CRS deployed staff to monitor the demonstrations and worked with the city to accommodate the protestors' wishes for a peaceful march and organized large-scale prayer vigils. CRS and the task force also employed numerous strategies to improve the tense atmosphere, including the establishment of a media center to control rumors during verdict announcements.

In 2003, CRS played a key role in reducing tensions after hundreds of African-American youths rioted in Benton Harbor, Michigan, in response to the death of a 28-year-old African-American male during a police chase. To help calm the tense atmosphere, CRS helped local officials establish a rumor control center, which allowed residents in the impacted area to obtain accurate information. CRS also assisted the city in forming a "god squad," composed of clergy and other

community members. The “god squad” spoke with residents and patrolled the community to help maintain peace.

On June 23, 2003, the Benton Harbor City Council passed a resolution to have city and police executives work specifically with CRS to address racial issues. In the ensuing weeks, CRS met with law enforcement officials, the Ministerial Alliance, and city officials, to identify key issues that were exacerbating racial tensions. The Michigan Governor’s Task Force then requested CRS to serve as a technical advisor. The Task Force met weekly throughout the summer of 2003, and developed recommendations on economic and recreational issues to address the underlying causes of the conflict.

CRS assisted Shreveport, Louisiana, in 2003 after local police fatally shot an African-American man. The police said they mistook the cell phone for a gun. Subsequently, CRS worked directly with city officials, law

enforcement, the inter-denominational Ministerial Action Coalition, and the Human Relations Commission to defuse racial tensions by facilitating several town hall meetings.

“We are coming to a crossroad on an extraordinary journey of justice for this department and for our nation. It has been a journey of unanticipated challenge and of uncommon sacrifice, but our passage has been made easier by the vision that guides us ... a vision of freedom and human dignity for America and the generations of Americans yet to come.”

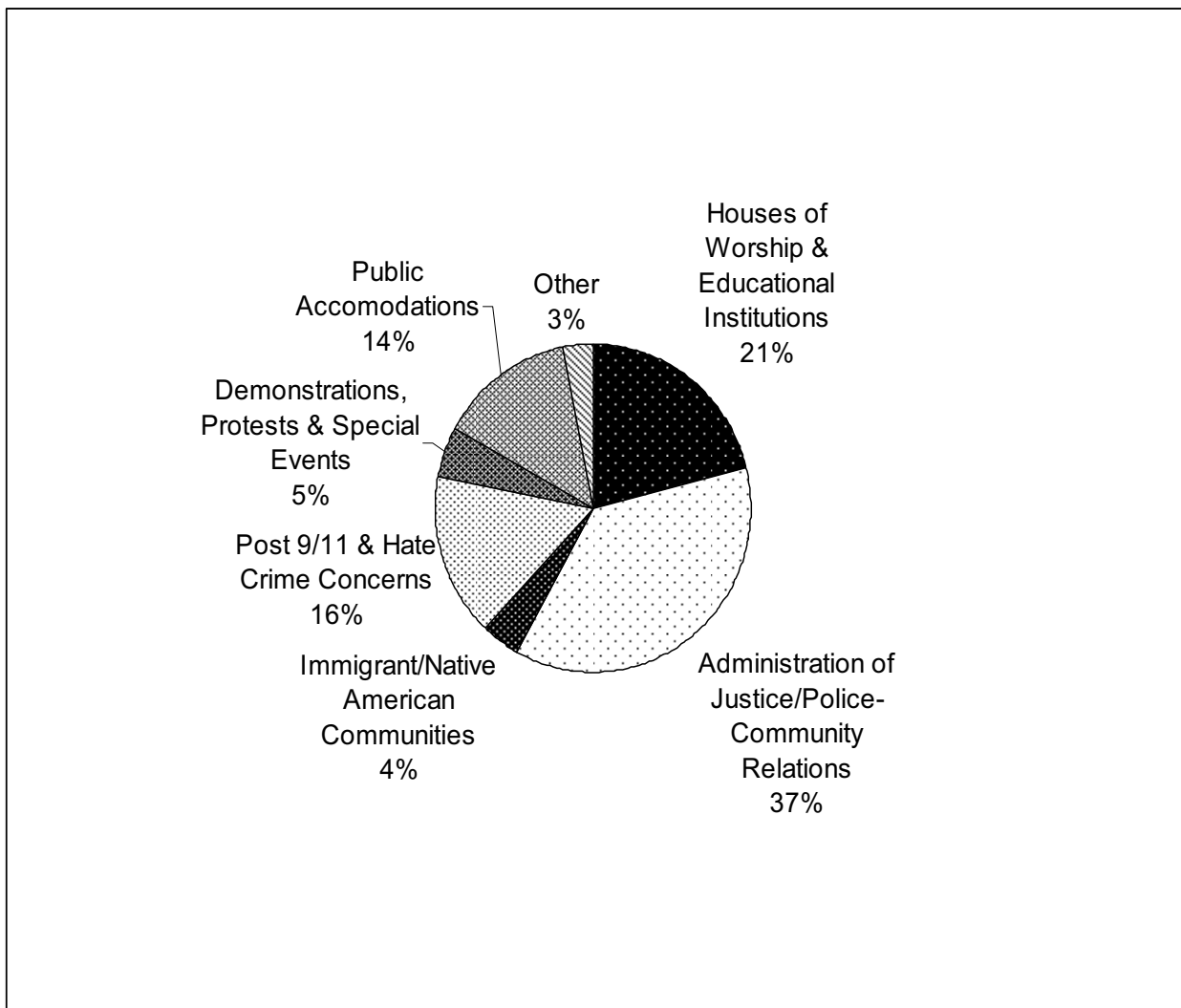
- Attorney General John Ashcroft

CRS has continued to provide services at large-scale demonstrations, rallies, protests, and other special events where the possibility of racial conflict or violence existed. For example, CRS deployed a racial conflict resolution team to York, Pennsylvania in 2002 when a white supremacist group held events amid a strong police presence and counter-demonstrators.

Photo: CRS



MAJOR ISSUES IN CRS CASEWORK FISCAL YEAR 2004



SUMMARY OF FISCAL YEAR 2004 HIGHLIGHTS AND ACCOMPLISHMENTS

Overview of CRS Activities

In Fiscal Year 2004, Community Relations Service (CRS) responded to 722 community-wide racial and ethnic incidents throughout the United States. CRS worked with community, government, and law enforcement leaders to resolve and prevent racial tensions related to a wide range of issues, including administration of justice/police-community relations, anti-hate activities, protests and special events, post-September 11th concerns, immigrant/Native American community concerns, educational institutions, and houses of worship.

CRS assistance was requested by

Federal, state and local agencies, elected officials, U.S. Attorneys, law enforcement bodies, and community leaders who sought services such as conciliation and mediation, contingency planning, event marshaling, police training, technical and communication assistance, and partnership building. In each case, CRS worked directly with the parties involved to prevent violence, resolve conflicts, and safeguard peace in local communities.

Administration of Justice and Police-Community Relations

In Fiscal Year 2004, CRS continued to work on racial conflicts arising from police-community or administration of justice concerns. CRS focused most of its attention on cases related to police-community relations, police use of force, and racial profiling/bias-based policing, which altogether made up more than one-third of all administration of justice cases. Other areas of focus included corrections/prison conflict, civilian oversight and review, court-related issues, police-youth relations, personnel and discipline issues, civil disturbances/riots, and law enforcement administration issues.

CRS used a variety of strategies to ensure the peaceful outcome of each racially-driven incident, including mediated agreements between communities and law enforcement

In Fiscal Year 2004 alone, CRS responded to 722 community incidents and conflicts arising from issues of race, color or national origin.

bodies, the coordination of community dialogues, and the formation of local councils to encourage short and long-term communication between affected parties, technical assistance, contingency planning, and media relations assistance.

Training was another successful component of CRS' mission to address existing conflicts and improve police-community relations. In places such as Belmont, Massachusetts; Valparaiso, Indiana; and Chicago, Illinois, CRS hosted training sessions on topics as diverse as new seatbelt laws, racial profiling, and cultural training. These events emerged from racial incidents and conflict in local communities. CRS personnel used these opportunities to help law enforcement, government officials, community leaders and non-government organizations to resolve conflicts and establish long-term plans for averting racial violence.

Anti-Hate Activities

In more than 20 states, CRS responded to requests for assistance following threats, acts of violence, altercations, vandalism, and abuse targeted toward members of minority communities. Hate crime cases involved racial slurs, cross burnings, alleged threats, and assaults made by individuals, supremacist groups, hate mail, leafleting, and arson. In response to community tension caused by such cases, CRS

coordinated hate crime sessions, mediated conflicts, facilitated community-government partnerships, and marshaled rallies and other events.

CRS' services focused on promoting unity within communities by facilitating cooperative mechanisms enabling local law enforcement agencies and community groups to respond to, and subsequently prevent, hate crimes. In recent years, CRS has seen a shift in the types of racial and ethnic conflicts, including an increase in ethnic/racial gang activity in schools. Although Hispanic-Americans are the largest minority group in the United States, African-Americans remain the group that most hate crimes are committed against, and race remains the most common motivation behind these hate crimes.²

Protests and Special Events

CRS deployed mediators to major demonstrations, rallies, marches, and other events where community racial tension existed or had the potential to occur. These events included annual events centered on commemorative days such as Columbus Day or Martin Luther King, Jr.'s birthday celebrations, demonstrations, rallies held by cultural or social groups, and protests in response to real or

² From the Federal Bureau of Investigation's *Hate Crime Statistics 2003*, available at <http://www.fbi.gov/ucr/03hc.pdf>.

perceived incidents of racial injustice. CRS assisted local officials and event participants in developing their capacity to identify and reduce racial tensions, and also facilitated meetings between law enforcement and participants to negotiate ground rules, marching routes, and rally sites in order to prevent potential racial conflict.

In an ongoing effort to help communities develop resources to address specific racial incidents and events, CRS continued to coordinate volunteer marshals and provide self-marshal training for potentially volatile events. In particular, CRS mobilized groups of goodwill ambassadors or “god squad” volunteers - members of the community or local clergy, respectively - who served as a

positive presence during these events. The teams, donned in bright T-shirts and caps for easy identification, served as extra eyes and ears during the events, worked as official welcome committees, reported suspicious behavior to police, and assisted with other logistical and social responsibilities.

In fiscal year 2004, CRS continued to work with goodwill ambassadors and god squads in communities like Daytona Beach, Florida; Inglewood, California; and Los Angeles, California, to further its mission of building local capacity within communities to manage and resolve their own racial conflicts, and promoting racial understanding and mutual understanding among diverse groups.

CRS enables god squad volunteers and goodwill ambassadors to marshal and monitor demonstrations, marches, and special events in order to encourage a peaceful environment in potentially tense situations. Top left: Goodwill ambassadors in Inglewood, California, stand ready to serve while the community awaits a high-profile court decision. Top right: God squad volunteers patrol the streets of Daytona Beach, Florida. Bottom left: God squad volunteers in Myrtle Beach, South Carolina, take a break during a training session. Bottom right: Goodwill ambassadors in Miami Beach listen intently during a self-marshal training session. Photos: CRS



Responding to Post-September 11th Concerns

CRS continued to work with local communities to mitigate tension and conflicts in the aftermath of the events of September 11, 2001, by providing conciliation and mediation services. In states such as Arizona, California, Indiana, Michigan, New Jersey, Missouri, Colorado, and Oregon, CRS deployed conciliators to local communities where conflicts arose due to violence or threats of violence targeted toward Arab Americans, Muslim Americans, and Sikh Americans. CRS also provided cultural training to community leaders and law enforcement bodies in an ongoing effort to prevent future conflicts, and responded to hate crime incidents targeted toward Arab, Muslim, and Sikh residents and businesses.

In Fiscal Year 2004, CRS was involved in several cases in which articles of faith worn by Sikh Americans were mistaken to be weapons by the police. CRS responded by providing training and mediation services between law enforcement bodies and community leaders, which resulted in improved police-community relations. In incidents involving Arabs, Muslims, and Sikhs, CRS worked with Federal officials to curb rumors regarding investigations and to coordinate dialogues where members of the community could express their concerns.

Community Relations Service
 CRS HOMEPAGE - Contact Us - DOJ HOMEPAGE

MISSION: The Community Relations Service is the Department's "peacekeeper" for community conflicts and tensions arising from differences of race, color, and national origin. Created by the Civil Rights Act of 1954, CRS is the only Federal agency dedicated to assist State and local units of government, private and public organizations, and community groups with preventing and resolving racial and ethnic tensions, incidents, and civil disorders, and in restoring racial stability and harmony. CRS facilitates the development of viable, mutual understandings and agreements as alternatives to coercion, violence, or litigation. It also assists communities in developing local mechanisms, conducting training, and other proactive measures to prevent or reduce racial/ethnic tension. CRS does not take sides among disputing parties and, in promoting the principles and ideals of non-discrimination, applies skills that allow parties to come to their own agreement. In performing this mission, CRS deploys highly skilled professional conciliators, who are able to assist people of diverse racial and cultural backgrounds.

HOT TOPICS

Commonly Asked Questions
CRS Responding to Community Tensions in the Aftermath of September 11, 2001 Terrorism

Publications and Useful Handbooks
The Community Relations Service can provide expert guidance and assistance to community officials and civic leaders concerned about incidents or other hate activities in the aftermath of the World Trade Center and Pentagon terrorist attacks. CRS Regional Offices will provide mediators, free of charge to help communities respond effectively to reported incidents, tensions, and conflicts. Please contact the nearest CRS Office for assistance.

Map of CRS Regional and Field Offices
The Community Relations Service appoints the thousands of public officials, law enforcement leads, civic leaders, clergy, and many others who have responded so magnificently at this difficult time. Their leadership made the difference. Here are some of the actions they took to help their communities through this difficult time.

NEWS
For more information about Sikhs, see www.sikhmediawatch.org/pubs/publications.asp. This web site has helpful publications for law enforcement and educators on Sikhism, the ceremonial sword (kirpan), uncut hair (kechi), Helping Sikh Children Deal with Bullying, and Recommendations for Law Enforcement When Interacting with Sikh Americans.

NEW "The First Three to Five Seconds" - Law Enforcement Roll Call Training Video on Arab and Muslim Cultural Awareness

- 1mb connection (dial/cable modem/V)
- 300kb connection (dial/cable modem/V)
- 100kb connection (dial/cable modem/V)
- 50kb connection (dial-up)
- Read the Transcript

You will need the Macromedia Flash Player in order to view the videos, for more information please contact your helpdesk or review the following link for more information:
http://www.marcosofia.com/shocswave/download/download.cgi?PI_Post_Venior=Shocswave1Flash

Sharee M. Freeman, Director

Legislative Mandate
CRS Enhances Public Safety
Job Vacancies
Internship Opportunities
FOIA
Links
Privacy Policy

CRS was the first Department of Justice agency to make available a multimedia training video on its web site. The police roll call video, entitled, "The First Three to Five Seconds," is an Arab and Muslim cultural awareness training tool that was developed and made available to the public in response to a growing need for such resources in the aftermath of September 11, 2001.

CRS also continued to work to enhance understanding of the Arab, Muslim, and Sikh cultures through cultural protocol and "Train the Trainer" sessions in places like Hollywood, Florida; Dallas, Texas; Seattle, Washington; and St. Louis, Missouri. These sessions helped to train police officers in culturally-mindful law enforcement protocol when interacting with Arab, Muslims, and Sikhs. Resources developed by CRS in recent years, including a police roll call cultural awareness video,

“The First Three to Five Seconds” - continued to play an integral part in CRS’ efforts to ameliorate community relations.

The video, first distributed in September 2003, is still being widely requested by law enforcement departments and organizations across the country. In an innovative effort to increase the availability of the video and reduce distribution costs, the video can also be viewed directly on the CRS web site at www.usdoj.gov/crs.

Immigrant/Native American Communities

In Fiscal Year 2004, CRS activities related to immigrant communities focused on areas with significant concentrations of Hispanic Americans, Arab Americans, Muslim Americans, Sikh Americans, Somalis, and other minorities from Africa and Southeast Asia. Much of CRS’ casework regarding Hispanic Americans centered around labor issues in towns like Freehold, New Jersey, and East Hampton, New York. CRS responded by meeting with all involved parties from the community and government and facilitating communication between them. In one case, these actions resulted in an agreement on the part of all parties to develop a plan to reduce community-wide tensions.

In addition, CRS responded to various cases involving Native American communities on issues

such as reservation boundary/ jurisdictional disputes, conflicting roles of reservation and local law enforcement bodies, and desecration of sacred rites and property. CRS services were provided upon request by Native American tribal leaders, local officials, and law enforcement bodies.

Educational Institutions and Houses of Worship

A sizable portion of CRS’ casework revolved around racial conflicts and tensions at educational institutions and houses of worship. Approximately 30 percent of CRS’ total casework in fiscal year 2004 involved primary, secondary, and higher institutions for learning. CRS responded to a wide range of racial issues and conflicts at schools, including community policing at colleges and universities, allegations of disparities in treatment or opportunities, school disturbances, hate crimes, school protests and demonstrations, security concerns, and administrative issues.

CRS worked with school administrators, local school boards, faculty and staff, students, and community members to implement various strategies in order to mitigate racial tension and conflict, including mediation of agreements, peer mediation teams, event marshaling, identification of factors contributing to racial conflict, facilitation of dialogues between affected parties, cultural diversity awareness programs, and

the development of school-community partnership programs.

CRS also helped to resolve and prevent racial tension in middle and high schools through a student dialogue program that enabled schools to address racial tensions. The Student Problem Identifying and Resolving Issues Together (SPIRIT) Program, a structured two-day student/faculty dialogue, was developed by CRS to mitigate school racial conflict through problem-solving sessions involving students, faculty, administrators, security officers, and law enforcement. It was used in places like Sacramento, California; St. Louis, Missouri; and Fleetwood, Pennsylvania, to diminish racial tensions and put measures in place to prevent future conflicts.

CRS also worked with religious institutions to address community racial tensions emerging from hate crimes, arson, acts of violence, and allegations of discrimination. The



Associate Attorney General Robert D. McCallum, Jr. (front row, third from right) and Community Relations Service Staff fiscal year 2004.
Photo: CRS

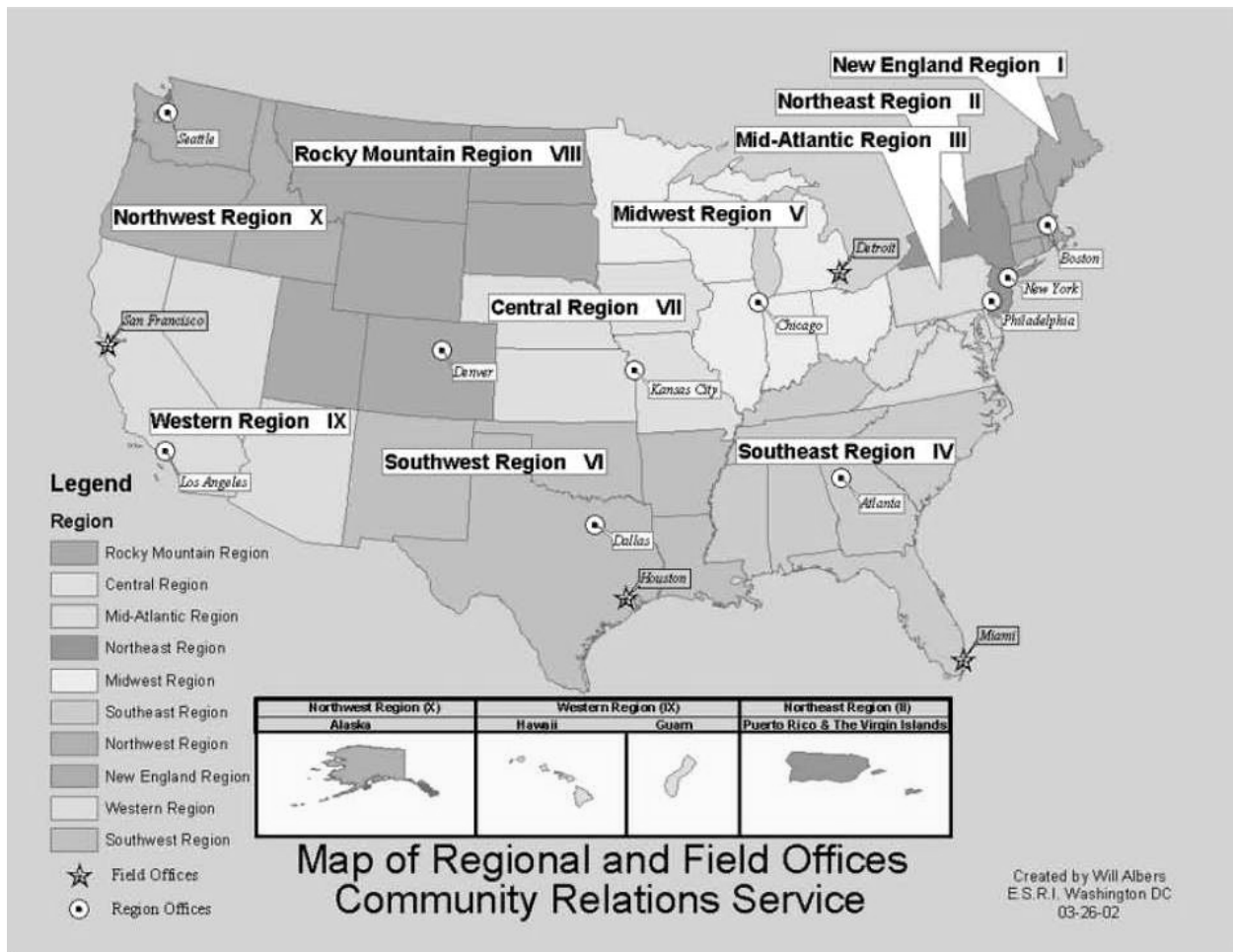
majority of CRS' casework involving places of worship focused on Muslim mosques and centers, as communities continued to deal with post-September 11th concerns. Conciliators also responded to incidents that occurred at Black and Hispanic churches, Sikh gurdwaras, and Jewish synagogues.

“Our aim is a democratic peace -- a peace founded upon the dignity and rights of every man and woman.”

*George W. Bush, President
January 20, 2004
State of the Union Address*



CRS conciliators are skillfully trained men and women who serve as mediation and conflict resolution experts in America's communities. They work around the clock in all 50 states and U.S. territories, responding to racially charged incidents and providing valuable support in preventing and resolving racial conflicts. Photos: CRS



MAP OF CRS' REGIONAL OFFICES AND SERVICE AREAS

REGIONAL REPORTS

REGION 1-NEW ENGLAND

Servicing CT, MA, ME, NH, RI, VT

Randolph, Massachusetts

In June 2004, CRS mediated an 18-point agreement to improve relations between the police department of Randolph, Massachusetts, and suburban Boston's minority community. The accord grew out of two separate 2003 incidents involving minority allegations of racial profiling and police harassment. In one incident on July 3, 2003, altercations broke out in the parking lot of a fast-food restaurant between a crowd of largely African-American youth and members of the Randolph Police Department. Some members of the community alleged racial profiling and claimed they endured racial slurs and rough handling. A second altercation occurred when an off-duty African-American police officer claimed Randolph police officers harassed him in the parking lot of a sandwich shop.

The new agreement, unanimously endorsed by the Randolph's Selectmen on June 28, calls for mandatory cultural and diversity training for police officers and police recording of all traffic stops to ensure that minorities are not being disproportionately targeted. The agreement also calls for creation of a citizens advisory committee, a

In June 2004, CRS mediated an 18-point agreement to improve relations between the police department of Randolph, Massachusetts, and suburban Boston's minority community. The new agreement calls for mandatory cultural and diversity training for police officers, police recording of all traffic stops to ensure that minorities are not being disproportionately targeted, and the creation of a citizens advisory committee, a community forum, and a Police Cadet Academy for Youth.

community forum, and a Police Cadet Academy for Youth. According to *The Patriot Ledger*, a South Boston newspaper, the acting Randolph Police Chief said, "All these points are simple goals. We will now work on the objectives to achieve these goals." CRS continues to work with the police department and the minority community to assist with implementation of the mediated agreement.

Durham, New Hampshire

After concern arose over reported incidents at the University of New Hampshire and in Durham proper, the Durham police chief and the president of the university requested CRS' assistance in conducting a hate crimes conference in 2004. CRS provided technical assistance for the conference, which facilitated effective discussion between people from different cultures. CRS also worked with local police, the

university, the Anti-Defamation League, NAACP, and the Islamic Society in preparing for the event.

The conference, called "Partnering for a Safe Community," was held on August 11, 2004, with 200 attendees, including university personnel, law enforcement officials, and school officials from around the state. According to press accounts, speakers included the New Hampshire Attorney General, the University President, and the Civil Rights Counsel for the Anti-Defamation League's Eastern states.

According to newspaper accounts, attendees discussed alleged hate incidents, including one involving a Jewish female student who reportedly woke up from a nap at a fraternity house to find that a swastika had been drawn on her body. That incident followed a highly-publicized 2001 case in nearby Newmarket, New Hampshire, where a 35-year-old man killed a



CRS continues to regularly provide mediation services that result in improved communication and signed agreements between parties in conflict. Signing a memorandum of understanding enhancing community relations in Cheboygan, Michigan, are (from left) CRS conciliator Ken Bergeron, Chamber of Commerce Chairwoman Kimberlee Pappas, Mayor James Muschell and U.S. Coast Guard Cmdr. Jonathan Nickerson.
Photo: CRS

Vietnamese man to reportedly avenge U.S. losses in the Vietnam War. The perpetrator, the first person charged under the state's hate crimes law, pleaded guilty to manslaughter.

Belmont, Massachusetts

In January 2004, Northeastern University released a racial profiling study alleging that many Massachusetts police departments, including Belmont, targeted minority drivers. As a result, the Belmont Police Department contacted CRS to address rising racial tension. CRS

facilitated three dialogues between police and the minority community to discuss allegations of racial profiling and police harassment. The sessions opened communication and established the common ground for improved relations between Belmont police and its minority community. At the third session, representatives of Brockton, Massachusetts, attempted to explore whether that city should adopt a similar program for its police department.

REGION I SPOTLIGHT: LEWISTON, MAINE

After more than a year dealing with a rapid influx of Somali and Hispanic immigrants, Lewiston, Maine, has reaped tangible dividends from increasing collaboration and dialogue with its relatively new minority residents. On March 7, 2004, CRS helped organize a community-wide discussion that resulted in recommendations to improve relationships between the city and its new citizens. As a first step, CRS helped facilitate a dialogue between the City Administrator, his senior management staff, and representatives from the Somali community to discuss Somali culture.

The climate had been tense in Lewiston since early 2003, when the mayor urged Somali leaders to curb the number of immigrants pouring into the city. According to press reports, the mayor stated in a letter that the city was "maxed-out financially, physically and emotionally" by the 1,100 Somali immigrants. This letter generated extensive media coverage and also sparked rallies by white supremacist groups in Lewiston.

In response, CRS helped the city prepare for large demonstrations involving both pro and anti-immigrant groups. Then, on November 15, 2003, the City Administrator contacted CRS about beginning an educational program for city employees and the community to increase cultural awareness of its minority population. According to newspaper stories, there have been palpable changes in Lewiston since then.

The city now translates official documents in French, Somali, and Spanish. In January 2004, Lewiston and Portland police met with Somali leaders to discuss and resolve mutual concerns. Currently, CRS is continuing its role of facilitating dialogue and collaboration between the city and the minority community as part of its "community capacity-building strategy."

REGION II-NORTHEAST
Servicing NJ, NY, Puerto Rico, U.S.
Virgin Islands

Carteret, New Jersey

On January 21, 2004, CRS responded to a request for assistance from the newly formed Carteret Human Rights Commission. The Commission sought CRS' help in becoming an effective body, and developing methods to respond to community conflict. The seven-member commission came into being after tensions arose between the Sikh community and police over the wearing of the kirpan, a Sikh article of faith that police had mistaken for a weapon. CRS facilitated discussions between the commission and local officials.

As a result of the discussions, the Commission's board was broadened to include representatives from the Sikh, Latino, Muslim, and African-American communities. CRS also provided materials, information and state and local contacts to the Commission so that they could

network effectively with other commissions. In addition, CRS assisted state officials in publicizing the Commission's work, so that law enforcement and school officials would utilize the Commission as a viable venue to address potential grievances. The Commission has become involved with local schools to enhance cultural awareness of the Sikh and Latino communities. It also plans to conduct public forums to address community concerns and recommendations.

East Hampton, New York

On February 20, 2004, CRS responded to a request from the Suffolk County Human Rights Commission to help the East Hampton Anti-Bias Task Force dampen community tensions arising from an influx of day laborers. A dramatic increase in day laborer hiring sites had generated community complaints and placed pressure on law enforcement officials to curb their activity. Tensions subsided considerably as local police and the task force stepped up

Racial conflicts involving Arabs, Muslims, and Sikhs have increased since the events of September 11, 2001. On the left, CRS Director Sharee Freeman meets with a group of Sikh leaders at a national Sikh meeting in Washington, D.C. On the right, a session coordinated by CRS and Lobna Ismail of Connecting Cultures addresses Arab and Muslim cultural norms in conjunction with police protocol. Photos: CRS



communications over how to handle the issue. In connection with this improvement, CRS helped establish a dialogue between both sides. The discussions led to the creation of a new mustering site for laborers near a local supermarket, which played a significant role in further reducing tensions. In addition, improved communication compelled the local police and advocacy groups to create an ad-hoc advisory committee to the town police.

Freehold, New Jersey

Tensions flared when the Borough of Freehold, New Jersey, on January 1, 2004, shut down a popular mustering zone for day laborers at a downtown railroad station, prompting protests and a lawsuit. Latino groups also complained about police harassment and racial profiling at an alternative gathering site in the parking lot of a church. Some local residents favored a ban on these sites, saying

the influx of day laborers burdened taxpayers and community services.

Amid this controversy, CRS moved in to help facilitate a solution. CRS met with all the parties involved over a period of months, including day-labor organizations, Borough and Monmouth County officials, state and Federal officials, and PEOPLE, a local group opposed to day-laborer zones in the Borough. A January 18, 2004, demonstration by day laborers took place without incident as CRS opened communications between the protest leadership and local law enforcement officials. In late March, a U.S. District Court ordered that the initial mustering zone be reopened. When day laborer groups announced a victory walk to the reopened zone on March 31, CRS worked closely with the demonstration's leadership to urge cooperation with the police and the Borough on logistics. There were no incidents.

To the Borough, reopening the muster zone presented concerns because of additional traffic, pick-up sites and public safety. CRS facilitated discussions with local officials on these logistical concerns. In the meantime, CRS facilitated a dialogue with Monmouth County and Borough leaders that led to the establishment of a Labor Outreach Program that would minimize the need for mustering sites.

With the growth of America's Hispanic population in recent years, CRS has increased efforts to enhance cultural awareness of issues involving Hispanic-Americans. Below, CRS Director Sharee Freeman receives recognition from Tula Flores and Vera Marquez of the League of United Latin American Citizens (LULAC). Photo courtesy of LULAC



Through the program, the Monmouth County Department of Human Services awarded a \$45,000 grant to the Hispanic Affairs Resource Center to help provide a job bank and other services to the day laborers. According to press reports, this effort was well-received because of its potential for reducing tensions over day-labor mustering zones and because of widespread support among day labor groups. The Hispanic Affairs Resource Center also set up a virtual hiring hall that could notify workers by phone of potential jobs.

At a June 21, 2004, meeting between CRS and officials from the Borough, the Monmouth County Prosecutor's Office, the Monmouth County Bias Crime Office, and the New Jersey Office of Bias Crime and Civil Rights, the parties agreed to work together on another outreach effort to inform the community of services and their rights. In an article entitled, "Federal Mediator Helps Ease Tensions in Freehold," the *Asbury Park Press* spotlighted CRS' active participation in reducing tensions in the city.

New Brunswick, New Jersey

After learning that a white supremacist group had aligned with a pro-Palestinian group at Rutgers University to stage a "Hate Monger" rally on October 9, 2003, CRS facilitated communications with campus police and the Palestinian

group's organizers to prevent a major incident. In its meetings, CRS trained students on how to self-marshal the event. Although some flyers had been passed out in the northern part of New Brunswick in connection with white supremacist activities, the "Hate Monger" rally did not materialize on campus. Two student events, one pro-Israel and the other pro-Palestinian, took place amid heavy media coverage, but no incidents occurred despite high tension and the presence of over 4,000 participants. In this case, early preventative measures by CRS proved useful in defusing potential conflict. In addition, CRS helped establish a line of communication between campus police and student organizations that had not existed prior to the rally.

St. Croix, Virgin Islands

On September 19, 2003, several prominent Arab-Muslim businessmen in the Virgin Islands were indicted on charges of money laundering, tax evasion, mail fraud, and conspiracy. Tensions immediately escalated, as many Arab-Muslim residents were already concerned about the prospect of post-September 11, 2001, investigations. To curb the spread of rumors, CRS assisted the U.S. Attorney's office in developing a media strategy that discouraged unwarranted linkages between the narrowly defined indictments and any

**REGION II SPOTLIGHT:
WYANDANCH, LONG ISLAND,
NEW YORK**

On February 3, 2004, CRS responded to a request to help the 1st Precinct of the Suffolk County Police Department establish a local council. The Wyandanch Citizen Council made the request to improve communications between the Precinct and the minority community after a black youth alleged police abuse during a videotaped arrest.

CRS facilitated a direct dialogue between Suffolk County police and the minority community, resulting in an agreement between the parties to create the new precinct council. The council now serves as a permanent mechanism for communication between the parties on a number of issues. The improvement in relations between the 1st Precinct and the community allowed discussions on other issues of concern.

For instance, community groups expressed a need for increased police interest in tackling gang activity, prostitution and drug trafficking in their neighborhoods. In addition, a new gang unit was established in the 1st Precinct and began working with the Wyandanch Citizen Council, a significant step forward. The Suffolk County Human Rights Commission said that it was encouraged by improved relations with police. Likewise, the new police commissioner expressed that he wants to work closely with the minority community to address their concerns.

potential September 11, investigations. CRS also assisted the U.S. Attorney's office in creating business leadership forums, where Arab-Muslim leaders expressed their concerns. In addition, CRS worked with the Arab-Muslim community to establish educational ties with the U.S. Attorney's office. As a result of CRS services, community tensions dissipated, and the parties established a permanent communication link to address any future concerns.

Salamanca, New York

CRS deployed staff members in November of 2003 to assist in averting potential civil disorder and violence in a case involving taxation on the Seneca Nation's Indian reservation lands in Salamanca, New York. The Seneca Nation was at an impasse with the State of New York over a new tax law passed by the General Assembly. The law required Indian nations to collect sales taxes on goods sold to non-native Americans on reservation lands. The Seneca Nation maintained the state legislature had no authority to enact legislation affecting their jurisdiction. The tribe conducted a statewide television, radio, newspaper, and internet campaign, saying New York was breaking an 1842 treaty protecting its land from taxation, according to the Associated Press. Amid concerns over bloodshed, the Governor's office urgently requested CRS services.

CRS met with Federal and state law enforcement officials and representatives of the Seneca Tribal government to discuss options to quell the tense atmosphere. After discussions, a decision was made on November 7, 2003, to stay collection of the tax for 90 days. The stay was extended, and continues to remain in effect. Public announcement of this decision defused the probability of civil disorder.

REGION III-MID-ATLANTIC
Servicing DC, DE, MD, PA, VA, WV

Valley Forge, Pennsylvania

When white supremacist groups, including the National Socialist Movement, the Ku Klux Klan, and the National Alliance, called for a rally on September 25, 2004, at Valley Forge National Historical Park in Valley Forge, Pennsylvania, concerns about potential violence arose throughout the area and within the Commonwealth of Pennsylvania. Many statewide and national organizations planned counter-demonstrations, raising the prospect of conflict.

Before the rally, CRS worked closely with the Pennsylvania Attorney General's office, the Valley Forge Park Rangers, representatives of counter-protest groups, and city officials to ensure the demonstrations would be free of violence. During the rally, CRS coordinated with volunteer marshals,

monitored crowd tensions, and provided conflict resolution services to maintain order. The rally, attended by more than 500 people, was peaceful despite a few arrests involving participants who came into conflict with other demonstrators.

Sharpsburg, Maryland

In July 2004, CRS collaborated with community and law enforcement leaders to prevent violence and maintain order during a planned summer rally by the Ku Klux Klan in Sharpsburg, Maryland. CRS assisted the town in moving the rally from downtown to an isolated ball field. During the August rally, CRS was on site to defuse tensions when some protesters failed to comply with police rules about the location of the rally. In all cases, the conflicts were resolved and the rally was completed without incident, and with minimum disruption to the community.

CRS further reduced the prospect of violence during the rally by assisting community groups in the development of alternative activities. These activities--including a talent show, discussion groups, and a teen dance--were held several miles away from the KKK rally itself, to lessen the prospect for conflict between Klan supporters and detractors. CRS efforts were praised by town and county officials.

East Stroudsburg, Pennsylvania

On February 11-12, 2004, CRS staff

and local facilitators conducted a SPIRIT program at an East Stroudsburg, Pennsylvania, high school to promote racial and ethnic understanding in response to growing racial unrest in the school. Tensions had been rising for several years after an influx of African American, Latino, and Asian students changed the demographics of the once predominantly white school system. The SPIRIT program was employed after the superintendent and principal expressed concerns about the potential for serious violence, as rumors of gang formation circulated.

There had also been increases in racial incidents, including slurs and fights. For example, after a series of in-school incidents of racial name calling, violence erupted at an evening football game in the fall of 2003. After CRS conducted the SPIRIT program and coordinated local outside services to support the school unity initiative, it was reported that the students, teachers, and administrators had been successfully working together to identify and



For states like Pennsylvania, the Student Problem Identifying and Resolving Issues Together (SPIRIT) Program has become instrumental in helping schools resolve and prevent racial conflicts and tensions. The program is one of the many ways in which CRS helps to build community capacity in addressing local racial conflicts. In this photograph, student leaders at William Penn High School in York, Pennsylvania, engage their peers in a SPIRIT session. Photo: CRS

implement solutions to improve race relations at the school. The school principal meets regularly with the new Student SPIRIT Advisory Committee, which continues its partnership with the administration to address various problems that may emerge at the school.

REGION III SPOTLIGHT: YORK, PENNSYLVANIA

The August 27, 2004, the death of an African American youth subsequent to a state police vehicle chase raised minority tension and produced allegations of racial profiling and excessive use of force. In response, some community members made statements of anger and called for demonstrations.

CRS facilitated communication between law enforcement officials, elected officials and community leaders to improve mutual understanding and reduce tensions. CRS attended a September 9, 2004, public meeting where local and state police leaders updated and answered community questions about the incident. Those who took part in this meeting reported an abatement of tension, as community and organizational leaders agreed to form a committee to work with police toward solutions to improve overall police/community partnerships.

After facilitating regular sessions with the new citizen task force and the regional police chiefs association, CRS assisted them in developing a multi-jurisdictional memorandum of understanding. The memorandum, signed on January 12, 2005, calls for an improvement in community relations and future police communications with minority communities in the York, Pennsylvania area.

REGION IV-SOUTHEAST
Servicing AL, FL, GA, KY, MS, NC,
SC, TN

Richmond, Kentucky

On Memorial Day, 2004, police made seven arrests at a predominantly black gathering of 100 to 150 people near a popular nightclub. In one instance, an officer was seen on videotape using pepper spray to subdue a man who did not appear to resist. The officers' conduct during the arrests led to allegations of racial profiling and excessive use of force in the African-American community. According to press accounts, the Justice Resource Center of Louisville, a civil rights group, filed a complaint with the U.S. Justice Department against the City of Richmond and its police department, alleging excessive force and racial profiling.

CRS deployed personnel to Richmond to facilitate an easing of racial tensions. Along with an Eastern Kentucky University official, CRS convened a community forum on August 31, 2004, to discuss the recent incidents. CRS also met privately with community members, police department officials, local government officials, and the city's human relations commission to discuss avenues to calm racial tensions. After the forum, city

officials, law enforcement officials, and community members agreed to participate in mediation. The parties signed a memorandum of understanding, which calls for the creation of a police advisory board and additional training for law enforcement officials and members of the human relations commission. The memorandum also stipulates that the city's human relations commission may exercise more investigative power into issues such as racial profiling.

Goose Creek, South Carolina

On November 5, 2003, a drug raid at a high school in Goose Creek, South Carolina, caused an elevation of racial tensions that brought CRS into the picture. During a SWAT-team style raid, police entered the high school with drawn guns and drug-sniffing dogs and ordered students to lie on the floor. No drugs were found in the raid. The incident at the school was videotaped. The African-American community expressed their concern regarding the raid, alleging that mainly blacks were detained by the police. To protest the raid, the Rainbow/ PUSH coalition planned a massive rally through the streets of North Charleston, South Carolina. CRS was on site in December of 2003 to train self-marshals for the event and provide contingency planning to the city in preparation.

In fiscal year 2004, 37 percent of CRS' casework involved administration of justice or police-community relations issues.

The rally included over 1,000 protesters. It occurred without incident.

Myrtle Beach, South Carolina

At the request of local officials in Myrtle Beach, South Carolina, CRS was on hand for the 2004 Memorial Day Black Bike Weekend on May 27-June 1, 2004, to reduce potential racial tension between event participants and law enforcement officers.

CRS has assisted Myrtle Beach in preparing for the event since 1999, when Black Bike Weekend was moved to a predominately white area. On some occasions, racial conflict between local police and event participants had occurred, causing participants to allege racial profiling and excessive use of force.

Weeks before the 2004 event, CRS worked with city officials, police, and event organizers on contingency planning, and the training of volunteers. CRS also facilitated meetings between the city and the community to discuss any potential concerns about the event.

Roanoke, Alabama

In March 2004, CRS became involved in a 1980s desegregation case in Roanoke, Alabama, at the request of the Justice Department's Civil Rights Division and the Federal Magistrate for the Middle District of

Alabama. CRS' services were sought to facilitate an agreement between the Roanoke school system and the minority community to reduce racial conflicts and tensions plaguing the school district. The tensions derived from multiple issues, including allegations that the school system lacked minority teachers and administrators. Prior to CRS' intervention, a previous mediation effort had failed. In bringing in CRS, the Federal Magistrate expressed a need to bring the case to closure.

CRS held meetings with school district officials and community leaders for several months to discuss the issues in the case and prepare for formal mediation. CRS also met with the newly elected Roanoke mayor, who indicated his interest in creating a new human relations body. As a result of CRS' services, the parties established communications after years of being at an impasse. CRS will continue to assist the parties in fiscal year 2005.

Daytona Beach, Florida

At the request of the City of Daytona Beach, Florida, CRS sent personnel to the city for the April 16 - 18 Black College Reunion, one of the largest spring break events in the nation. It was reported that nearly 60,000 participants attended. Along with the chaplain's office at the Daytona Beach Police Department, CRS worked with goodwill ambassadors



CRS collaborated with law enforcement, god squad volunteers, and goodwill ambassadors to ensure that the 2004 Black College Reunion in Daytona Beach, Florida, one of the largest spring break events in the nation, proceeded peacefully. To the left, members of the god squad make preparations for marshaling the event.

To the right, police officers enjoy a light moment as they prepare to monitor the Daytona Beach annual event with CRS and volunteers.
Photos: CRS Region IV Staff



and members of god squads to promote harmony at the event. Goodwill ambassadors are trained civilian volunteers who assist visitors at large-scale events. They frequently work in conjunction with the god squad, which is comprised of clergy members, to assist city and county employees and police during large demonstrations, events, and busy holiday weekends. Neither group carries weapons or has authority to make arrests.

CRS also conducted police roll call sessions for approximately 350 - 400 law enforcement officers and volunteers from the Daytona Beach Police Department and other agencies who worked at the event.

They provided on-site conciliation services during the reunion.

Sylvester, Georgia

After an African American male suspect died on February 20, 2004, while in police custody, CRS deployed personnel to Sylvester, Georgia, to deal with the ensuing racial friction. The 38-year-old victim had been in a fight at a local nightclub and struggled with three police officers. It was alleged that a "choke hold" was used when the officers attempted to arrest him.

He was taken to a medical facility in Macon, where he died. CRS facilitated a town hall meeting in

“In countless cities,
your work kept
tensions from ever
escalating to the
point of conflict. . .

October of 2004 between city officials and Sylvester citizens. Attendees developed several potential solutions to improve relations between the police and the community. These included the creation of a Human Relations Commission, establishment of a Citizens Advisory Committee to the Police Department, reorganization of the Police Department, and more dialogues between police and youth. CRS continues to provide assistance to Sylvester in implementing these solutions and defusing tensions.

Hollywood, Florida

On August 11, 2004, CRS sponsored its Arab, Muslim and Sikh cultural-awareness program for law

enforcement officers in Broward and Palm Beach counties, as well as for community leaders and organizations. The seminar was co-sponsored by the Hollywood Police Department, the Office of the U.S. Attorney for the Southern District of Florida, the Federal Bureau of Investigation, the Florida Department of Law Enforcement, the Florida Commission on Human Relations, and the Asian-American Advisory Board of the Miami-Dade Community Relations Board.

Since 2001, CRS has sponsored hundreds of community dialogues and forums to educate citizens about the Arab, Muslim, and Sikh cultures and address harassment directed at members of those communities. The Hollywood seminar, attended by

“These untold stories are really the jewels in your crown, and while the public may never fully know what you have accomplished, you can take pride in knowing that your intervention has saved communities, neighborhoods and individuals’ lives.”

*Associate Attorney General
Robert D. McCallum*

more than 70 people, came after several incidents in Florida raised community tensions. In February 2003, a man was found guilty of a felony for driving his truck into a Tallahassee mosque. According to press reports, the man said that he damaged the mosque to send a message to Muslims. In another highly-publicized case, a man pleaded guilty in 2003 for plotting to bomb a Pinellas County, Florida, Islamic center to avenge the September 11 attacks.

A police officer stands guard while firefighters put out a vehicle fire in St. Petersburg, Florida, in May of 2004. Upon request from a congressman, CRS helped to coordinate crisis response sessions in conjunction with community members. Photo: St. Petersburg Times photo / Willie J. Allen, Jr. © 2004



REGION IV SPOTLIGHT: ST. PETERSBURG, FLORIDA

On May 12, 2004, the FBI and Florida law enforcement officials requested CRS assistance to help reduce tensions in St. Petersburg in anticipation of a verdict in a highly-publicized case. The case began in 1996, when an African-American teenager was shot by police in St. Petersburg, Florida. The teenager was killed during a traffic stop after police contended that he kept moving and bumped an officer with his vehicle. The incident sparked several nights of major rioting in St. Petersburg, with hundreds of people swarming the streets. Police and motorists were pelted with rocks, stores were looted, and buildings were set on fire. In 1996, CRS played an active role in the effort to restore calm after rioting erupted, deploying several teams at the request of local and Federal officials.

In 2003, the trial began of the police officer involved in the 1996 incident. Two days before the verdict was rendered on May 14, 2004, riots broke out in St. Petersburg because of several incidents, including the May 2, 2004, shooting of an African-American teenager. The teenager led police on a car chase, and was killed when two police deputies fired shots at his white Ford pickup. During the 2004 riot, demonstrators pelted motorists with rocks and bottles, a car was set on fire, and sporadic gunfire was reported. Dozens of police in riot gear deployed to reduce the tensions.

The May 12, 2004, disturbance raised concerns that the impending verdict could spark another round of rioting. Along with the FBI and Florida law enforcement officials, a local congressman requested CRS assistance on May 12 to help reduce tensions in anticipation of the verdict. CRS conducted crisis response training with the city's Community Awareness Response Team (CART) in preparation for the verdict. CART is a network of community volunteers and city employees who assist the city in responding to community issues and concerns.

CRS also worked closely with the various communities in the affected area to provide assistance in preparing for the trial's outcome. CRS met with local, state and Federal law enforcement officials to discuss contingency plans following the verdict. In addition, CRS met with the congressman who had requested assistance and provided daily briefings on tensions in the city. CRS attended press conferences with the congressman at his request.

On Friday, May 14, 2004, the jury ruled in favor of the city. The mayor and county officials urged the community to come together and avoid another outbreak of violence. No major incidents occurred.

REGION V-MIDWEST
Servicing IL, IN, MI, MN, OH, WI

Minneapolis, Minnesota

On December 23, 2003, CRS was present for the signing of a comprehensive 24-page agreement. The agreement followed a seven-month mediation process that began after CRS convened meetings with Minneapolis city officials, who organized mediation teams consisting of police officials and community members.

The road to mediation began in the summer of 2002, when a series of highly-charged racial incidents in Minneapolis culminated into a 75-person riot. During the melee, several reporters were attacked and a car was burned. The riot came on the heels of several highly charged racial incidents in the city. It was reported that in one case, an officer fired his weapon at a charging pit bull, causing a bullet to ricochet into the arm of a 10-year-old boy. In another incident, police reportedly wounded an African-American male as he fled with a weapon. CRS deployed to Minneapolis after the riot, and held discussions with the mayor, the Chief of Police, and several city council members to discuss the causes of the community disruption. On October 25, 2002, the council approved a motion to have CRS officially mediate police issues.

According to press reports, the mediation process was frequently contentious. Despite the obstacles, CRS facilitated discussions among the parties to reach a final accord. The agreement revises police training procedures, requires expanded use of non-lethal weapons by police, and sets the goal of making the Minneapolis Police Department one of the country's top five departments in terms of employee diversity. It also calls for a 30-member Police Community Relations Council to monitor the agreement's implementation.

On December 23, 2003, CRS was present for the signing of the agreement. According to Minnesota Public Radio, the Minneapolis Police Chief said the mediation process was integral in facilitating understanding between the parties: "We (the police) really began to look at community issues through community eyes," he said.

A law enforcement official and a community leader sign a CRS-mediated agreement in Minneapolis, Minnesota, on December 23, 2003, two years after several high-profile community-wide incidents occurred in the city. CRS quickly became involved in efforts to mediate an agreement facilitating improved police-community relations. Photo: Minnesota Public Radio photo / Art Hughes © 2003



CRS mediation efforts were put to an early test in January 2004, when the deaths of two African-American men by the police threatened to increase racial tension. Some community members questioned police actions, but the city remained calm and a local newspaper praised the police council's efforts.

Newark, Ohio

CRS responded to a report stating that five white students had threatened to kill African-American students at a high school in Newark, Ohio, on April 19, 2004, allegedly to commemorate the Columbine High School shootings in 1999. The threats proved to be without foundation, but the incident greatly increased racial tensions in the area.

CRS worked with school administrators to help identify factors that could contribute to racial conflict, such as low representation of minority faculty and inadequate preparation to address future incidents. As a result of CRS' assistance, the district hired two African-American teachers, formed a faculty Human Rights Commission, launched a community diversity committee, and began cultural diversity training. The school also conducted a thorough review of its own policies, and decided to include all the school's staff in future race-relations training sessions. The district reported no new incidents, and is using CRS assessment tools

to develop additional tension-relieving actions.

State of Illinois

CRS held seminars in Chicago and East St. Louis in October 2003 to discuss new Illinois laws requiring police officers in the state to record the race of people they stop and allowing police to stop drivers for failing to wear a seatbelt. These laws went into effect on January 1, 2004 and raised fears among minorities that racial profiling would increase, according to press reports. *The Chicago Sun-Times* reported that some minorities also felt that the seatbelt law would be used as an excuse to stop minority drivers. The purpose of the seminars was to address racial tensions exacerbated by the laws and promote understanding of them. The seminars, which were co-sponsored by CRS, the Illinois Department of Transportation, and the National Safety Board brought together African-American, Arab-American, Asian-American, and Hispanic-American community leaders and law enforcement officials.

As a result of the seminars, Illinois State Police and Department of Transportation officials agreed to meet and refine data collection used for racial profiling. In addition, minority community leaders and law enforcement officials decided to form a committee to study effective ways to implement the traffic stop data

collection process. CRS also assisted with the development and distribution of Illinois Department of Transportation placards entitled, "10 Things to Do When Stopped by Police." The placards provide details of the state seat belt law, and will be distributed to new students in the Illinois driver's education program, as well as to drivers renewing their license.

Hamtramck, Michigan

CRS played an instrumental role in resolving a conflict over a proposed noise ordinance that allowed a city mosque to call the faithful to prayer over loud speakers. Several community members shouted offensive epithets at a city meeting when the ordinance was proposed on April 20, 2004, triggering a highly volatile conflict that generated international media coverage. In addition, petitioners opposed to the ordinance submitted 632 signatures to the city clerk's office to protest its implementation.

CRS provided conciliation services by collaborating with various groups, city council, and city officials to set up a working group to focus on a solution. The working group focused on revising a 1972 Hamtramck human relations ordinance that would adequately address the current conflict. CRS provided facilitation services for the working group that drafted the ordinance. As a result of this mediation, a new ordinance was approved by the city council on October 4, 2004. Press coverage dissipated, and demonstrations ceased. The conflict is no longer an issue, since the ordinance created a new human relations commission, which provides a mechanism to address future conflicts in an institutionalized way.

"The story of CRS also has been one of hope. Everything we do is designed to foster a culture that values and respects diversity. And we have been successful. Men and women who have been prejudiced their whole lives now understand the need for equality. Individuals who have been uncivil for decades now engage in constructive dialogue. Groups who have felt disenfranchised now take a seat at the local negotiating table. And communities that have been shaken to the core by violence and hatred are beginning to heal."

*- Sharee M. Freeman, Director
Community Relations Service*

REGION V SPOTLIGHT: MORTON GROVE, ILLINOIS

In 2003, tensions arose in the Village of Morton Grove, Illinois, after members of a Muslim community center proposed to build a new mosque in the community. According to press reports, some Morton Grove residents complained that the mosque would bring extra traffic and noise. When the Village rejected the mosque project, members of the Muslim community center filed a civil rights lawsuit, alleging discrimination based on race. Opponents of the mosque simultaneously filed a lawsuit in Federal court.

CRS responded to the impasse by commencing a mediation process that lasted more than eight months. Although discussions were sometimes contentious, the parties eventually came to a comprehensive agreement. The agreement stipulates that a 525-seat mosque would be built after the community center seeks a special-use zoning permit. In addition, the community center would expand its education facility and provide parking for up to 224 vehicles.

At the June 21, 2004, signing ceremony for the agreement, U.S. Senator Richard Durbin and U.S. Representative Jan Schakowsky praised the ability of community members to work out their differences. The president of the community center added, "It was a real community effort with consultations by professionals, and we are thankful for all who participated." He and others involved in the mediation publicly praised CRS' mediation efforts. CRS further assisted the Village of Morton Grove by offering an Arab, Muslim, and Sikh (AMS) seminar for law enforcement officials and community leaders.

Members of the Morton Grove, Illinois, community, along with Senator Dick Durbin (D-IL), (front row, far right), gather together on June 21, 2004, to sign a CRS-mediated agreement regarding the building of a mosque. CRS helped to facilitate eight months of discussion between residents and the local Muslim community before the agreement was reached. Photo: CRS Region V Staff



"Nonviolence is a powerful and just weapon. It is a weapon unique in history, which cuts without wounding and ennobles the man who wields it. It is a sword that heals."

- *Dr. Martin Luther King, Jr.*

REGION VI-SOUTHWEST Servicing AR, LA, NM, OK, TX

Oklahoma City, Oklahoma

CRS worked with Oklahoma City officials in 2004 to expand a mediated agreement signed on June 19, 2003. The original agreement addressed community tensions after

two police officers were seen on videotape beating a black man with batons. Parties involved in the mediation process included the City Manager, the Police Chief, NAACP, and the Concerned Clergy for Spiritual Renewal.

In Fiscal Year 2004, the parties developed two drafted agreements

which expanded the Police Community Chaplaincy Program to include clergy from surrounding communities, and defined the structure of a Citizens Advisory Board. The parties began recruiting members for the Citizens Advisory Board in November of 2004. CRS will continue to provide assistance in Fiscal Year 2005 by holding sessions for members of the new advisory board. The mediation parties also formed a community coalition.

Albuquerque, New Mexico

On February 28, 2004, CRS responded to allegations that minorities in the Albuquerque public schools were being treated unfairly. Four hundred parents sent a petition to the Governor and New Mexico's congressional district representative to express their concerns. CRS brought together parents and the school system's administrators to explore options for resolution of issues listed in the petition.

CRS facilitated discussions that allowed the two parties to express their disagreements, prioritize them, and develop solutions. As a result, the school system and community

members devised a series of solutions. The school district began implementing the solutions, which are to become part of the school system's strategic plan. The parties also expressed a desire to have CRS



Along with community groups, CRS helped coordinate numerous sessions in 2004 to discuss with law enforcement and local community leaders proper cultural protocol when interacting with members of the Sikh community. After 9/11, many turbaned Sikhs suffered from victimization. Above, CRS and partners such as the Sikh American Legal Defense and Education Fund (SALDEF) coordinate sessions on Sikh cultural norms. Photo courtesy of SALDEF

conduct a SPIRIT program to improve race relations between minority students, parents and teachers. One of CRS' mediators who worked on the case won a "Rio is Grand" award from the Albuquerque Public School System. The award, created by parents, honors people who support excellence in education.

Dallas, Texas

On July 13, 2004, CRS conducted its Arab, Muslim, and Sikh *Connecting Cultures Seminar* in partnership with the National Organization of Black Law Enforcement Executives (NOBLE) National Conference in Dallas. The seminar was conducted as part of CRS' nationwide effort to address post-9/11 backlash issues. In the Dallas area, community

**REGION VI SPOTLIGHT:
SHREVEPORT, LOUISIANA**

In March 2004, CRS responded to increased racial tensions in Shreveport, Louisiana, after a year-long Federal inquiry concluded that two Shreveport police officers would not be charged with Federal criminal civil rights violations.

The inquiry came after the officers were accused of allegedly fatally shooting an unarmed black man in 2003 after he waved a cell phone. The officers said they mistook the phone for a gun. The videotaped incident made national news, attracted attention from members of Congress, and led to mass meetings and protests with as many as 1,200 people.

In 2003, the Parish District Attorney ruled the shooting a justifiable homicide, causing community members to express distrust of the criminal justice system. According to press reports, the result of the 2004 Federal inquiry exacerbated tensions.

To calm the tense atmosphere, CRS worked with city officials to facilitate dialogues during citywide community forums. CRS also provided training for law enforcement, and convened numerous meetings between community leaders, the FBI, and city officials that led to innovative citywide solutions. The parties created "Safe Sunday" events, where young adults gathered for supervised activities. "Safe Sunday" provides an alternative to "hanging out" in business areas.

According to law enforcement reports, Safe Sunday intervention drew thousands of young adults, and successfully defused race-related incidents. CRS also provided training for community and clergy leaders, law enforcement officials and the media. CRS continues to work with all parties to help develop locally implemented solutions.

tensions arose after several violent incidents directed against Arabs, Muslims, and Sikhs occurred.

In 2002, a Dallas jury convicted a man for shooting and killing a Pakistani convenience store owner and an Indian-American gas station owner. The man told a Dallas radio station that he killed the two men to seek revenge for the World Trade Center attacks and "to retaliate against local Arab-Americans." More than 250 participants attended the seminar, including the CRS Director, NOBLE conferees, local law enforcement educators, and representatives from Arab, Muslim, and Sikh communities. A train-the-trainer session following the seminar was filled to capacity. Subsequently, community trainers will be able to conduct cultural seminars for other law enforcement agencies in areas where racial conflict occurs.

REGION VII-CENTRAL
Servicing IA, KS, MO, NE

Lincoln, Nebraska

In response to local police requests, CRS deployed mediators to Lincoln, Nebraska, in connection with a July 17, 2004, unity rally on the state capitol steps planned by the National Socialist Movement (NSM) and the Ku Klux Klan (KKK). Prior to the rally, CRS provided assistance to operational planners to prevent potential violence between demonstrators and counter-demonstrators. This assistance resulted in a contingency plan.

During the rally, CRS provided conciliation services as police kept opposing sides separated. According to press reports, the rally turned into a shouting match

between supporters for the NSM and KKK and counter-demonstrators that could have escalated to violence. The CRS team won praise from police for helping to defuse several contentious situations.

St. Louis, Missouri

Expressing concern about escalating tension in the schools resulting from racial conflict, St. Louis County area school superintendents requested CRS assistance in seeking long-term solutions. CRS helped facilitate meetings between the superintendents and community groups that led to an education conference on October 7-9, 2004, to address various school policies and programs that have an impact on minority students. At the conference, sponsored by the St. Louis Leadership Roundtable, CRS

A July 17, 2004, rally was held in Lincoln, Nebraska, by the National Socialist Movement and the Ku Klux Klan, and was also attended by counter-demonstrators and law enforcement officials. Photo: CRS



“We will respect each other's rights, especially the right to be different, and that, at the end of the day, we will understand that we are one people, one country, and one community, and that our well-being is inextricably bound up with the well-being of each and every one of our fellow citizens.”

- C. Everett Koop,
US Surgeon General

participated by presenting methods to address racial conflicts via student involvement in identifying and solving conflicts. CRS also conducted a staff development workshop to outline the SPIRIT program for administrators and faculty.

Topeka, Kansas

CRS became involved in the 50th anniversary commemoration of the Supreme Court's landmark *Brown vs. Board of Education* decision on May 17, 2004, in Topeka, Kansas. CRS took part in a five-month contingency planning effort that included attending many meetings by officials involved. In response to a local request, CRS performed various services to assist officials in ensuring a smooth-running commemoration.

In advance of the celebration, CRS provided technical assistance to local, state and Federal law enforcement officials as they developed contingency plans for demonstrations by the White Revolution and counter-demonstrations by African Americans and anarchists. CRS trained 40 staff members of the Topeka Human Relations Commission in self-marshalling, and assisted local coordinators of the event, including law enforcement. CRS provided mediation services during protest activities on May 15, when the White Revolution and a civil rights group, the Bias-Busters of Kansas, each held demonstrations. This intervention helped calm a situation that could have escalated into more serious consequences.

**REGION VII SPOTLIGHT:
ST LOUIS, MISSOURI
KANSAS CITY, MISSOURI
SPRINGFIELD, MISSOURI
LINCOLN, NEBRASKA**

After the September 11, 2001, attacks, CRS began an assessment of racial and ethnic tensions across the country, focusing on communities with high concentrations of Middle Eastern populations and cities where hate incidents had occurred against Arabs, Muslims, and Sikhs. Since that time, CRS has provided expert guidance and assistance to government officials, civil rights organizations, and civic leaders concerned about violence directed at Arabs, Muslims, and Sikhs.

In Missouri and nearby states, for example, tensions arose after alleged hate incidents and discrimination were reported against Arabs, Muslims, and Sikhs. In 2001, two Kansas City Islamic schools and the Islamic Center of Omaha reported receiving threatening phone calls urging attacks against Arabs and Muslims. The schools temporarily closed as a result. In another case, 150 protestors held a demonstration at St. Louis Lambert International Airport in 2002 after Muslims alleged the airport engaged in discriminatory screening procedures.

On May 28, 2004, CRS sponsored a seminar at the University of Missouri in St. Louis as part of an effort to promote greater understanding of Arab, Muslim, and Sikh cultures. The seminar responded to a need to reduce tensions and misunderstanding between these groups and their neighbors since the September 11, 2001, attacks. Televised in real time to three other remote locations in Missouri and Nebraska, the seminar helped educate a wide array of law enforcement agencies and communities on the customs and beliefs of Arabs, Muslims, and Sikhs.

This training event was cosponsored and supported by 17 local, state, and Federal agencies and organizations, including the U.S. Attorney's Offices for the Eastern and Western Districts of Missouri; the University of Missouri in St. Louis; the University of Missouri in Columbia; the University of Nebraska Central Administration in Lincoln, Nebraska; the Islamic Society of North America; and the Islamic Foundation of St. Louis. More than 150 attended at all sites.

Participation in the train-the-trainers session had to be limited because of high demand, and many individuals who could not attend requested another seminar be held. Establishing remote sites through videoconference proved to be an innovative, cost-effective way of presenting the program to a diverse and expanded audience.

On May 28, 2004, CRS sponsored a seminar at the University of Missouri in St. Louis as part of an effort to promote greater understanding of Arab, Muslim, and Sikh cultures. Televised in real time to three other remote locations in Missouri and Nebraska, the seminar proved to be an innovative, cost-effective way of presenting the program to a diverse and expanded audience.

REGION VIII-ROCKY MOUNTAIN
Servicing CO, MT, ND, SD, UT, WY

Aurora, Colorado

CRS mediated an October 5, 2004, agreement that increased communication between minority groups and Aurora law enforcement officials. The agreement followed a 2003 fatal shooting of an African-American woman by police. The victim was shot after she used a candlestick to split open the arm of a police officer during a confrontation at her apartment. In the ensuing year, CRS efforts to reduce tensions and create closer cooperation between minority groups and Aurora police have been fruitful.

Along with mediating the October agreement, CRS assisted in training and organizing the Aurora Key Community Response Team (KCRT) as a conduit between the minority community and the police department. KCRT was integral in mobilizing efforts to handle a separate case involving a community dispute that threatened a black community boycott at a local mall. The response team evaluated the issues in that case, resulting in agreements for increased minority contracts, increasing minority hiring, and the participation of parents in volunteer mall patrols. More broadly, cooperation with law enforcement authorities improved.

The October 2004 agreement between KCRT and the district

attorney ensured timely notification of prosecutorial decisions involving controversial police incidents. The chief of police pledged to work with KCRT closely, and has established training protocols and provided police department liaisons with the community.

Salt Lake City, Utah

CRS conducted its Arab, Muslim, and Sikh cultural awareness seminar in Salt Lake City on May 12, 2004, in response to requests for assistance from local Muslim leadership and the Utah Office of Asian Affairs. The requests came after several incidents raised community tensions, including the arson of a Pakistani-owned restaurant in Salt Lake City. According to press reports, the arsonist set the fire to avenge the September 11th attacks and to make an anti-Muslim statement. The man was later charged with Federal civil rights violations and sentenced to 51 months in jail. Seventy-five people attended the seminar, including local police officers, the FBI, officials from the Transportation Security Administration (TSA), community representatives and state and local officials. In an article titled, "Bridging Religious Differences," *The Deseret Morning News* described how the seminar allowed participants to better understand Arab, Muslim, and Sikh culture. Members of the Muslim, Arab, and Sikh communities also expressed their appreciation for CRS in offering the seminar.

Denver, Colorado

CRS presented its Arab, Muslim, and Sikh cultural awareness seminar at the Denver International Airport on April 21, 2004, to approximately seventy-five attendees, including officials from the Transportation Security Administration, local law enforcement officials, and airline representatives. Since September 11, 2001, passengers have been subjected to increased security measures to prevent terrorist acts. It was reported that misunderstandings about the culture, dress and practices of these three groups led to complaints of alleged discrimination.

Complaints arose over the requested removal of head scarves (hijab), the necessary searching of clothing of travelers, and in some cases, the delay or detention of individuals pending security clearance. The Transportation Security Administration requested the CRS seminar to inform officials about the cultural practices of Arabs, Muslims, and Sikhs. Afterwards, CRS received positive responses from the attendees.

REGION VIII SPOTLIGHT: DENVER, COLORADO

On July 5, 2003, a Denver police officer shot and killed a 15-year-old mentally disabled youth when he refused to put down a knife at the officer's demand. That incident raised tensions and generated demonstrations for and against the officer. In this divisive climate, the city began to institute controversial police reforms.

In both 2003 and 2004, CRS provided a variety of services, including technical assistance, to the city and community groups dealing with police reforms and efforts to reduce the level of tension. The officer's punishment was a key point of contention. Minority groups demanded his removal from the force, while the Police Union supported the officer's actions in the shooting.

CRS assisted in minimizing tensions when the District Attorney announced on October 13, 2003, that the officer would not be charged with a crime. The Million Man March Organization called for a general strike in the city and a protest march on October 20, 2003. CRS collaborated with the Denver Metropolitan Black Ministerial Alliance to ensure the peaceful completion of the march. CRS also facilitated a meeting between march leaders and police officials before the demonstration to discuss how a planned act of civil disobedience at police headquarters would be handled. About 200 people took part in the march, which ended at police headquarters. CRS provided conciliation on site as emotions ran high. The rally dispersed without incident.

CRS played a multi-faceted role in providing assistance, facilitating community meetings, and assisting in conciliation efforts between police and the minority community. The mayor announced reform proposals on December 16, 2003, calling for increased police training in crisis intervention cases, an independent monitor who would review police actions, and more citizen participation in police department investigations. CRS also facilitated community dialogues on the incident by providing four committees formed in the aftermath of the shooting with the CRS book, "Principles of Good Policing: Avoiding Violence Between Police and Citizens."

When the Denver Manager of Safety announced on April 15, 2004, that the officer would be suspended for 10 months without pay, new protests erupted. CRS was on site when the Denver Metropolitan Black Ministerial Alliance staged a demonstration calling for the officer's dismissal, and when several hundred Denver police officers held a march and rally supporting the officer. Both were peaceful, though tensions remained high.

CRS monitored events as the police reforms recommended by the Mayor's Task Force were implemented. The department agreed to train half of its officers in crisis intervention over the next three years, institute citizen oversight on the Firearms Discharge Board, publicly disclose any serious injury or death through police action, and recruit more minority officers.



A 2004 event involving the Million Man March Organization in Denver, Colorado, was not the first time that CRS' Rocky Mountain Region team worked on minority youth issues. On August 24, 2002, CRS marshaled and provided assistance for another event held by the Million Youth March Organization after several high-profile incidents involving minority youth occurred in the community, shown on left. Photo: CRS Region VIII Staff

REGION IX-WESTERN
 Servicing AZ, CA, HI, NV, Guam



CRS collaborated with goodwill ambassadors, Inglewood law enforcement, and local community groups during a trial of a police officer accused of excessive use of force. Above, community leaders, good ambassadors, and CRS staff meet before the verdict.

Inglewood, California

In early 2004, CRS participated in extensive preparations for preventing civil unrest over a possible verdict involving an Inglewood police officer. The officer was on trial for the second time for assault charges after a highly publicized videotape showed him pushing a teenager onto the trunk of a car.

In the officer's trial in 2003, the judge declared a mistrial after the jury reported it was hopelessly deadlocked. Anticipating a verdict in the second trial, CRS deployed personnel to Inglewood on January 27, 2004. CRS collaborated with community groups, elected officials, and police on plans to maintain calm. Tone-setting efforts that involved the media, church messages, radio messages, town halls, and other activities proved effective in moderating tensions. CRS also worked closely with various elements in the courtroom, including security, prosecutors, community activists, and others.

When the judge declared a second mistrial on January 31, 2004, CRS mobilized local resources as part of a coordinated plan to inhibit development of disorder, including the use of media center operations and community "ambassadors" who urged calm.

Pictured below are law enforcement officers and goodwill ambassadors in Inglewood, California. Inglewood photos: CRS Region IX Staff



Goodwill ambassadors and community members work to promote a peaceful outcome while the city awaits the court decision.



Los Angeles, California

On June 23, 2004, a television station's videotape showed seven Los Angeles police officers chasing and capturing a black man suspected of stealing a car, then holding him to the ground while one officer hit him with a flashlight. The victim filed a police brutality complaint in an incident that captured widespread attention. To address community concerns, CRS responded by attending community-sponsored rallies, meetings and town halls and providing on-site conciliation on June 28, 2004, and July 10, 2004.

Over a period of months, CRS has worked closely with a wide array of agencies and organizations in the city and county to facilitate development of a strategy for dealing with any potential unrest, particularly when the Los Angeles Police Department's Standards Board announces the results of its investigation into the incident.

CRS joined in enlisting broad support among a number of groups and constituencies. For example, CRS discussed recruiting and training citizens as goodwill ambassadors with the multi-faith clergy council of the Los Angeles Sheriff's Department as well as with the Los Angeles Police Department's clergy council. (For more information on goodwill ambassadors, see the Highlights and Accomplishments section of this

report.) CRS assisted in mobilizing city and county human relations commissions and worked with the Multi-Agency Coordinating Committee on plans for community-wide "days of dialogue" and other coordinated activities.

Sacramento, California

After a series of racially motivated incidents in the Sacramento Unified School District, CRS began a SPIRIT program in March 2004 at several district high schools in order to empower students with problem-solving skills and promote better understanding between diverse ethnic and racial groups.

In one such incident, a 9-year-old caught in crossfire was killed. Police allegedly wounded an Asian teenager who reportedly brought a gun on campus as protection from attacks by other ethnic groups. The SPIRIT programs, emphasizing student involvement, took place with the full support of city officials, the police department, school officials and community-based organizations. School communities were reported to be stable at the completion of the program, and SPIRIT student councils actively worked with faculty to address school issues.

Vallejo, California

At the request of the City Manager and the Chief of Police of Vallejo, California, CRS deployed to help

deal with tensions between the African American community and the Vallejo Police Department over the death of a 21-year-old black man who was shot with a Taser stun gun. The victim was fleeing police at the time and could not be revived after police used the stun gun. Police defended the use of the stun gun as an alternative to lethal force, and did not believe the Taser caused the death. On October 14, 2004, a month after the death, CRS facilitated discussions between the police department, city officials, and African-American leaders. A consultant hired by the police department explained and demonstrated the use of the Taser gun at the meeting. As a result of the meeting, the parties were able to obtain a thorough understanding of the Taser gun, and express their concerns.

REGION IX SPOTLIGHT: ELK GROVE, CALIFORNIA

On February 4, 2004, Sacramento-area police arrested two teenagers for reportedly planning to stage a Columbine-style attack. According to press reports, the two Elk Grove High School students planned to kill African American students at random and then detonate bombs at nearby Laguna Creek High School. But during a visit to a sporting goods and hardware store, the two youths were unable to obtain guns, ammunition and bomb-making material to carry out the attack.

In the aftermath of the sensational incident, CRS conducted resolution activities at Elk Grove and Laguna Creek High School after meeting with community leaders, school officials and law enforcement officials. CRS introduced its SPIRIT program in both schools, with a racially mixed group of 130 students participating. The program encouraged discussion to identify factors that bred racial tension at both schools and propose solutions.

CRS provided training for facilitators as well. The climate at both schools was reported to be tense, with several interracial incidents occurring while CRS was planning the SPIRIT programs. On April 15, 2004, CRS attended the School Climate Parent meeting at Elk Grove High School where students reported their identified problems and solutions. On April 20, a similar meeting was held for parents at Laguna Creek High School. As a result, both schools created SPIRIT councils, which now advise principals in resolving school conflicts and problems.

REGION X-NORTHWEST
Servicing AK, ID, OR, WA

Moscow, Idaho

CRS deployed conciliators to Moscow, Idaho, on February 6, 2004, to deal with mounting racial tensions over a local church's hosting of a controversial conference at the University of Idaho. Two of the speakers at the annual conference of Credenda Agenda, a Christian-identity organization, had co-authored "Southern Slavery, As it Was." Protesters cited passages in this booklet to the effect that slavery in the pre-Civil War South was based on "mutual affection and confidence" and that slaves lived a good life. The pastor of the host church was one of the authors, and the other was the co-founder of the League of the South.

CRS moved on site at the request of the local Office for Multicultural Affairs to help prevent racial and ethnic conflict and provide conciliation services during student demonstrations. Several university and local groups banded together to protest the conference. Several hundred people attended the demonstrations, which were peaceful and without incident. CRS worked collaboratively with local law enforcement and university officials and monitored the rally, march, and dispersal of the protestors.

Arlington, Washington

Racial tensions increased in Arlington, Washington, when two 16-year-old juveniles allegedly burned a cross on the lawn of a black minister's home on March 24, 2004. Three days later, CRS was on site for a community "unity march and rally" organized by middle-school students. About 500 people participated in the demonstration, which received heavy media coverage. The minister who was the target of the cross-burning incident spoke at the rally, along with the mayor, the county executive and superintendent of the school board. The demonstration was free of incidents.

Local businesses supported the march by donating various items or placing signs in their windows. Two juveniles admitted they burned the cross, and were arrested. After this incident, CRS continued to facilitate more racial understanding in a city with a changing demographic mix and reports of racial slurs and gang activity in the schools. An Arlington newspaper report highlighted CRS' role in subsequent diversity workshops convened by the mayor. Topics in these workshops included cultural competency and a discussion of hate crimes.

Roseburg, Oregon

When Oregon State Police stopped a long-distance Sikh truck driver on September 1, 2004, and gave him a concealed-weapons citation for carrying his kirpan, or ceremonial sword, members of several Sikh organizations protested the incident. At the same time, they contacted CRS and said they preferred training for law enforcement officers instead of continued confrontation with police on the concealed-weapon question. Treatment of the driver had been criticized in a number of newspapers.

It was alleged that a state police officer drew his weapon, handcuffed the driver, and forced him to the

ground. His kirpan was confiscated.

CRS learned that national Sikh organizations and Sikh community activists in Yuba City, California, were attempting to raise awareness of the kirpan's significance as a non-weapon. On October 1, the Douglas County district attorney declined to file charges against the truck driver. On October 11 and October 12, CRS provided Arab, Muslim, and Sikh awareness training in Tualatin, Oregon, and Eugene, Oregon for law enforcement and other community officials and leaders. In the evaluation of the program, participants recommended that the session be required for all law enforcement officials in Oregon.

Region X was one of the areas of the country in which CRS assisted with marshaling a national event addressing immigrant issues. CRS worked with numerous other groups and law enforcement divisions to ensure that the Immigrant Workers Freedom Ride, which traveled throughout the United States, occurred without incident. Photo courtesy of the Immigrant Workers Freedom Ride Coalition





CRS assisted the Pasco School District in Washington and a group of concerned African-American parents in developing a mediated agreement. Here, CRS conciliator Walter Atkinson is pictured with Pasco District's school superintendent and a leader of the concerned parents' group as they sign the newly-formed agreement. Photo: CRS

REGION X SPOTLIGHT: PASCO, WASHINGTON

When black parents alleged that one or more white teachers were using a racial slur in the classroom to refer to African-Americans in a literature book, racial tension rose throughout the community. Black parents also alleged that white students were using the same slur in the halls.

As a result of this controversy, CRS mediated a 14-point agreement between a representative parent group and the Pasco School District that dealt not only with the use of racial slurs but a number of African-American parent grievances, such as the lack of black teachers, counselors, principals, and staff and a need for diversity training for teachers, administrators, office personnel, and students.

The school district agreed to draft the memorandum of understanding with CRS assistance. It was signed on September 24, 2004. Racial tension has abated.

“Law enforcement and community leaders agree that simply reducing the nation’s crime rate cannot be the only barometer of police success. The means used to accomplish crime reduction must be as important as the results themselves. The success of crime reduction is diminished if community trust declines as well.”

- Thomas C. Frazier,
President, Police Executive Research Forum (PERF)

MANAGEMENT AND BUDGET

Comprehensive Review and Reorganization of the Department of Justice to Meet the Counter-Terrorism Mission

The terrorist attacks of September, 11, 2001, continue to require an evaluation of all programs, offices, and agencies. In Fiscal Year 2004, CRS met needs for increasing conflict resolution assistance to Arabs, Muslims and Sikhs within the parameters of the regular appropriation of \$9.426 million. In addition, CRS continues to address other racial conflicts in schools and police-community disputes.

Budget and Operations Requirements

In Fiscal Year 2004, as in other years, CRS' major focus was on maximizing its resources by building local capacity to solve community racial or ethnic conflicts. By conducting Law Enforcement Mediation, Arab, Muslim and Sikh Cultural Awareness, and Student Problem Identifying and Resolving Issues Together (SPIRIT) programs, among others, CRS empowered communities with the capacity necessary to resolve future issues on the local level without outside assistance. Empowering communities through local capacity building is indicative of CRS' continued efforts to provide the highest standard of services to

communities while maintaining an optimal level of functional efficiency.

In its ongoing efforts to provide comprehensive services and achieve optimal efficiency, CRS enhanced its strategic implementation of conflict resolution activities in Fiscal Year 2004. As a practice, CRS responds first to the most urgent community requests. Conciliators assess the impact of a crisis in a community within 24 hours of being alerted to a situation. Additionally, responses to major events such as race-related demonstrations and marches often require the temporary inclusion of personnel from other regions to supplement local regional staff efforts. By annually assessing which communities possess the greatest potential for conflict, CRS collaborates with local and state officials and community leaders to maximize its resources, impact, and efficiency in defusing violence.

Management Goals

Guided by the current Administration's emphasis on accountability, CRS met its goal in Fiscal Year 2004 to institute new performance standards for the headquarters and regional offices. These standards allowed CRS to ensure the delivery of effective conflict resolution service for defusing and preventing racial tension and violence. Management

met its goal of restructuring merit promotion policies, merit award policies, and also instituted computer and case management upgrades.

This year, CRS held staff training sessions to enhance, refresh, and evaluate the skill levels of employees. Topics covered in the sessions included mediation, rumor control, contingency planning, and riot and special events management. Staff members were certified in conducting the Student Problem Identifying and Resolving Issues Together (SPIRIT) program and the Law Enforcement Mediation Program (LEM).

Managers' meetings addressed performance standards, team building, the development of regional annual written assessments of racial tensions throughout the nation, and the successful completion of the 2004 agency personnel management plan. CRS also completed its Comprehensive Continuity of Operations Plan (COOP) for emergency response in the case of a potential terrorist attack. CRS became the first Justice Department agency to complete such a plan.

CRS Mission and Critical Functions Alignment with the Department's Strategic Goals

CRS' mission and critical functions align with the Department's Strategic Goal 3, which aims to prevent and

reduce crime and violence by assisting state, tribal, local, and community-based programs. Within this goal, CRS specifically addresses the Department's Strategic Objective 3.3 to uphold the rights of and improve services to America's crime victims, and promote resolution of racial tension.

Conflict Resolution and Violence Reduction

CRS provides conflict resolution and violence reduction services to communities that are vulnerable to or experience tensions, conflict, and violence arising from issues of race, color, or national origin.

Development and Improvement of Local Law Enforcement and Minority Community Relations and Partnerships

CRS has a longstanding practice of continually working to improve communication and cooperation between minority communities and law enforcement agencies. This activity is highly successful and consistently results in improved police-community relations, enhanced community confidence in law enforcement, increased security, and a reduction in potential police-community violence and conflict.

Development and Improvement of Local Government Preparedness for Civil Disorders and Unrest

CRS conducts ongoing assessments of racial conflict factors throughout the nation in order to carry out its mandate. As a result of its assessment, CRS then offers appropriate technical assistance in the form of model contingency planning, model training for civilian peace keepers at major events, and consultation on improving the readiness of state and local governments to respond to civil unrest and disorder, including potential violence and domestic terrorism associated with organized hate activity.

Development and Improvement of Local Conflict Resolution Capacity

CRS works to enhance existing conflict resolution and violence reduction capabilities in diverse venues and communities, including public schools, law enforcement, colleges, and universities. The goal is to assist these institutions to develop necessary skills and tools to independently resolve racial conflicts, including youth violence. CRS helps create dispute resolution mechanisms and promotes the application of alternative dispute resolution methods to address racial conflict and violence.

In Fiscal Year 2004, as in other years, CRS' major focus was on maximizing its resources by building local capacity to solve community racial or ethnic conflicts. CRS works to enhance existing conflict resolution and violence reduction capability in diverse venues and communities, including public schools, law enforcement agencies, colleges, and universities. The goal is to assist these institutions to develop necessary skills and tools to independently resolve racial conflicts, including youth violence.

Congressional Notification Requirement

The Commerce, Justice, State, Judiciary, and Related Agencies Appropriations Conference Report for Fiscal Year 1999 included Congressional notification requirements for CRS. The report stated:

“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 conflict.”

Whenever CRS mediators conducted violence reduction and conflict resolution activities in Fiscal Year 2004, CRS notified the two U.S. Senators of the state where the conflict occurred, the U.S. Representative of the affected Congressional district, and Senate and House Appropriations Committee staff members. CRS continues to meet this ongoing notification requirement.

GLOSSARY OF TERMS

CRS uses certain terms in its publications to describe its activities. CRS' descriptions of its work may appear generic and non-specific. Listed below are terms CRS customarily uses:

“Facilitate Communication” or “Open Lines of Communication”

Communities involved in racial disputes, conflicts, disturbances, or violence often have a history of poor communication among parties, which leads to misperceptions of each others' actions, lack of trust, and avoidance of face-to-face discussion. CRS provides conflict resolution services by listening to the issues and concerns of each party and learning from each party about the problem and the potential resolutions to the conflict.

As a “third ear,” CRS is able to serve as a liaison for promoting better communities. Through reframing and clarifying the issues, CRS can often move parties towards resolving their problems. When the parties hear and understand each other they may develop resolutions together. These communications may be in person, by telephone, email, or fax over a substantial period of time. The fundamental building block to establishing trust is communication. Communication has the effect of reducing tensions and establishing important relationships for community stability.

“LEM”

LEM stands for Law Enforcement Mediation. LEM was developed by CRS in conjunction with the California Peace Officers Standards and Training Commission. It is a program designed for police officers engaged in community policing activities. LEM assists officers in strengthening their skills in communication, investigation, and problem-solving in racially diverse communities. Topics of instruction in the LEM program include communication, problem-solving, anger management, mediation techniques, and cross-cultural communication skills. Benefits of LEM include a reduction of potential violence, and improved community relations.

“Mediation”

Mediation consists of structured formal, face-to-face negotiation. Participation is voluntary, and participants may include city officials, law enforcement officers, and community groups. CRS facilitates discussion between willing parties in order to achieve a documented agreement. Occasionally, courts will

CRS Services to Local Communities Include:

- Mediation
- Conciliation
- Contingency Planning
- Technical Assistance
- Event Marshaling

request CRS to mediate a dispute, particularly if it involves community groups and public agencies.

“Monitor Racial Tensions”

CRS monitors racial tensions to ensure that tensions are not escalating and leading to violence. In some circumstances, when parties are not ready to use CRS services, CRS will step back and monitor racial tensions in the community as the parties consider their next courses of action. CRS may also monitor community racial tensions after services have been provided to ensure that an agreement or resolution is effective. CRS may monitor a resolution through face-to-face meetings, e-mails, telephone conversations, or faxes with community leaders, law enforcement, and local officials.

“Provide Conciliation Assistance”

This is a comprehensive term to describe CRS’ conflict resolution and violence prevention services. Conciliation is a process by which CRS facilitates communications between the parties in conflict to reduce the likelihood of violence or disruption.

“Provide a Federal Presence”

CRS deploys staff to be available on location when conflict resolution services may be necessary to resolve or prevent conflict associated with a march, demonstration, or

community meeting. As a neutral Federal agency, CRS provides a stabilizing Federal presence when parties are in conflict or in direct physical contact with one another. CRS staff wear distinctive official clothing, and station themselves at critical locations. This allows parties to recognize CRS staff and call on CRS services. During contentious situations, the mere presence of CRS staff may be enough to prevent intense emotion from developing into violence.

“SPIRIT”

SPIRIT stands for “Student Problem Identifying and Resolving Issues Together.” It is an innovative program created by CRS that recognizes the value of student participation in solving racial conflict. SPIRIT brings together students, administrators, teachers, and parents to identify issues that are perpetuating conflict, and to develop solutions. As part of the program, school staff identify student leaders to help lead the program. Since its inception, SPIRIT has been conducted in hundreds of schools across the country, and has been integral in preventing violence and conflict in areas with changing demographic populations.

“Technical Assistance”

Because of CRS’ long history and experience in resolving racial conflicts, it is often requested to provide expert materials, information, and experience to help communities resolve racial conflict and prevent violence. In some cases, CRS will provide expert technical advice to help overcome a major barrier to resolving a dispute. For example, CRS might provide technical insights on the structure and function of a Human Relation Commission. This kind of intervention can help address police, community, or school conflicts.

“Training”

Training is provided by CRS in response to an existing conflict to help state, local, and tribal governments and communities create an immediate capacity to address local racial conflict situations. Whenever necessary, CRS seeks to strengthen community capacity to address community racial disputes by providing “on the spot” training.

CRS FREQUENTLY ASKED QUESTIONS

What is the Community Relations Service?

The Community Relations Service (CRS) is a Federal agency mandated by Congress to help local communities resolve racial and ethnic conflicts. Its services are provided to local officials and community leaders by trained Federal mediators on a voluntary and cost-free basis. The types of assistance available from CRS include mediation of disputes and conflicts, training in cultural competence, conflict resolution skills, technical assistance, and facilitation in developing strategies to prevent and resolve conflicts.

What is the jurisdiction of CRS?

CRS provides its services to local communities when there are community-wide conflicts, tension, or violence stemming from racial or ethnic issues. CRS services are provided on a voluntary and confidential basis, and are conducted according to provisions in Title X of the Civil Rights Act of 1964.

Where does CRS work?

CRS works in all 50 states, and in communities large and small -- rural, suburban, and urban. Most of CRS' work comes from requests by local law enforcement, school administrators, government officials, community leaders, and other local

and state authorities. They request CRS' assistance in cases where impartial CRS mediators are needed to help calm tensions, prevent violence, and facilitate communication.

Who provides CRS services?

Trained impartial CRS conflict resolution specialists are stationed in ten regional and four field offices across the country and are available on a 24-hour basis. They follow established and standardized procedures in conducting their work. For each situation, CRS will first assess the situation, which includes meeting with the affected parties. After gaining an in-depth understanding of the situation, CRS will facilitate discussions among affected parties to help resolve the conflict or prevent further violence.

What types of issues prompt CRS' services?

The work involves situations where there is racial conflict or violence involving police-community relations; hate crimes; cultural awareness needs; and policies, practices and actions perceived to be discriminatory. The most intense casework tends to involve police use of force, the staging of major demonstrations and counter events, major school disruptions, and hate crime activities.

Can a community refuse CRS services?

CRS provides its services when it is requested by local officials or community leaders. They may decline our services at any time.

Why are Federal CRS mediators a good choice for community racial conflict?

Since CRS mediators are not funded by sources other than Federal funds, they are able to ensure their neutrality in helping to resolve conflicts, especially those which involve local and state agencies. CRS is a component of the Justice Department's mission to help state and local governments prevent community violence and promote public safety.

Why is CRS located in the Justice Department?

CRS' areas of jurisdiction do not include law enforcement or legal work. The agency represents the Department of Justice in one of its most important missions – providing assistance and support to state and local authorities in their efforts to prevent violence and resolve destructive conflicts. As representatives of the Department of Justice, CRS mediators have the credibility and trust to work effectively with people on all sides of the conflict. CRS is not a part of the Civil Rights Division.

How does CRS know if it has been successful?

CRS' success is best measured by the level of satisfaction among those who receive CRS services. Police chiefs, governors, mayors, school superintendents, and others praise CRS for its effectiveness. Whenever possible, CRS will contact local officials to review the status of agreements, programs and community-wide tension or conflict. An internal reporting system registers outcomes and accomplishments for each CRS case activity.

What are some of the recent changes in CRS conflict resolution work?

Today, CRS mediators are called on to help resolve conflicts involving a wider range of racial and ethnic issues. Conflicts and violence are no longer confined to the most prominent minority groups, but now also involve groups affected by the changing demographics and social makeup of America's communities. These shifts have necessitated the development of additional CRS services and resources, such as a strategic student dialogue program implemented in schools, or Arab, Muslim, and Sikh cultural awareness sessions for law enforcement bodies.

CRS OFFICES

NATIONAL HEADQUARTERS

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In Fiscal Year 2004, CRS' casework spanned across 49 states, the District of Columbia and the Virgin Islands.

CRS CUSTOMER SERVICE STANDARDS

Our goal is to provide sensitive and effective conflict prevention and resolution services. You can expect us to meet the following standards when we work with you:

- 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 and 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. If you would like more information, we will work with you to identify additional materials and resources to meet your needs within three weeks of learning your need.
- We will be prepared to respond to 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 within three days of when your community notifies CRS to discuss your request for CRS services or when CRS becomes aware of the situation.

Community Relations Service
U.S. Department of Justice

FORTY YEARS OF ADVANCING THE DREAM

Annual Report Fiscal Year 2004
40th Anniversary Edition
1964-2004

For additional printed copies of this report, or for copies of previous reports, please contact:

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