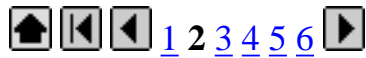


U.S. Department of Justice
Community Relations Service

The FY 1997 Annual Report of the Community Relations Service

Responding to America's Toughest Challenges





"Our rich texture of racial, religious, and political diversity will be a god-send in the 21st century. Great rewards will come to those who can live together, learn together, work together, forge new ties that bind together."

President Bill Clinton

January 20, 1997

The FY 1997
Annual Report of the
Community Relations Service

Responding to America's
Toughest Challenges



Community Relations Service
600 E Street, NW, Suite 2000
Washington, D.C. 20530
202/305-2935

Contents

Transmittal Letter	1
Director's Foreword	3
Executive Summary	5
CRS' Mission	9
Supporting Law Enforcement by Reducing Community Racial Tensions ..	10
Defusing Tensions Between Communities and Police	10
Providing Law Enforcement with Information to Reduce Community Tensions	11
Mediating Settlements Between Police and Community Groups	11
Defusing Racial Tensions on Campus	13
Peer Mediation and Conflict Resolution to Defuse School Racial Tensions	13
Multi-Jurisdictional Mediation Plan Developed with Los Angeles School Officials	13
Working with Schools, Law Enforcement, and the Community to Defuse Racial Tensions	14
CRS' Student Problem Identification Resolution (SPIR) Program to Defuse Community Racial Tensions	14
Assisting Local Government to Reduce Community Racial Tensions	16
Requests by Mayors for CRS Services	17
Value of CRS Services to Law Enforcement	17
Mediating Cooperative Agreements	18
Builder of Coalitions	18
Fighting Hate Crimes that Increase Community Racial Tensions	20
The Attorney General's Hate Crime Initiative	21
Building "One America" Through Tension-Reducing Racial Dialogues	22
The President's Initiative on Race	22
Spurring Discussions on Race	22
Restoring Peace After Church Arsons Disrupted Community Harmony ..	23
The CRS Church Burning Response Team	23
Working with Communities	24
The Rebuilding Process	24

Responding to Racial Tensions from a Changing America	26
Changing Demographics Bring Racial Tensions	26
Case Studies of Resolving Disputes	
Native American Case	27
Maintaining and Restoring Peace In Our Schools	27
Regional Office Highlights	29
Community Relations Service Offices	39
CRS Customer Service Standards	Inside back cover
Charts	
CRS Caseload for FY 1995-1997	12
FY 97 Requests for Services vs. Active Cases	19

Community Relations Service Customer Service Standards

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

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

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

With this statement I transmit a report on the activities of the Community Relations Service (CRS) of the U.S. Department of Justice for Fiscal Year 1997. This report is required by Section 100 of the Civil Rights Act of 1964 (P.L. 88-352), and by Reorganization Plan No. 1 of 1966, as revised by 28 C.F.R. 0.30(b).

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

Respectfully submitted,

Rose M. Ochi
Director

Director's Foreword

I am enormously proud of the work our conciliators perform everyday, often to situations requiring immediate response and in tense and dangerous circumstances. I hope that after reading this report, you will have a greater appreciation for the dedication and personal commitment conciliators make every day to helping communities find peaceful solutions to community racial conflicts.

The Community Relations Service (CRS) conducted its work in Fiscal Year 1997 under difficult circumstances, when budget cuts forced a 50 percent staff reduction and curtailment of travel to the sites of community racial conflict and violence. New management and financial controls helped to stretch our limited resources, and enabled CRS to respond to requests from mayors, police chiefs, school superintendents, and others who sought our assistance. In Cincinnati, Ohio, for example, CRS helped city officials and a Black community coalition reach a mediated settlement, after a series of police use of force incidents had provoked ongoing street demonstrations.

Hundreds of other requests for CRS services, necessarily were deferred or addressed in a less comprehensive, in-depth, manner. When racial violence erupted in St. Petersburg, Florida, following a series of fatal police shootings, CRS responded to calls from local officials for assistance. After CRS helped restore calm to the initial situation, our staff was redeployed to another explosive crisis in Leland, Mississippi. Had CRS been able to remain in St. Petersburg and continue its services, it might have been successful in helping city officials avert the ensuing disturbances and nearly \$6 million in property damages.

Because of the support of the Attorney General and Congress, I am optimistic about the future of CRS. A cadre of professional conflict resolution specialists at CRS makes a difference in communities every day. When fully-resourced, CRS will be able to meet more completely the demand for services from communities across the country. I am privileged to lead the Community Relations Service and work with such a dedicated group of professionals.

I am immensely proud of the invaluable work our conciliators perform everyday, often without backup and support in tense situations requiring immediate attention, and in the face of personal danger. I hope that those reading this annual report will come away with an appreciation of the dedication and the personal commitment that our conciliators make every

CRS experienced severe budget cuts in the 1997 fiscal year, which forced a 50 percent staff reduction from the prior year. CRS was left with only 41 employees to provide conflict resolution and violence prevention services for local communities nationwide. In light of this enormous challenge, I instituted new management and stricter financial controls. Despite our limited resources, CRS was still able to provide invaluable conflict prevention and resolution services to hundreds of communities. However, an unavoidable consequence of the budget cuts was the inability to respond to the hundreds of other requests from local and State officials, police chiefs, and school superintendents. Further, when CRS was able to respond, we often could not provide our comprehensive, in-depth services, as we were drawn order to respond to another volatile situation in another part of the country.

One prominent case where CRS was forced to let a situation fester until violence erupted was in St. Petersburg, Florida, in late 1996. The flashpoint was the seventh police shooting that year by a white police officer of a young black male, and the second in as many weeks. This, coupled with several other factors, led to local officials requesting CRS' on-site assistance virtually around-the-clock. After CRS helped restore initial calm, CRS was forced to redeploy its limited resources, pull its conciliators out of St. Petersburg, and address a situation that was erupting in Leland, Mississippi. With a larger budget, under these same circumstances, CRS would have remained in St. Petersburg after the first disturbance, and work toward averting the ensuing major riots and property damage estimated at more than \$6 million.

I am extremely optimistic about the future of CRS. Meanwhile, our conciliators will do what they do best, that is, provide professional racial conciliation assistance to communities and persons to prevent and resolve racial and ethnic tensions. I am privileged to have the opportunity to work with such a dedicated group of people, and to head the only federal agency assigned this legislative mandate.

Sincerely

Rose M. Ochi
Director

Executive Summary

In FY 1997, CRS was called upon to resolve a variety of racial conflicts throughout the country. Typically called into action when local law enforcement, businesses, elected officials, and school administrators need the services of an impartial mediation agency, CRS had an active case load of more than 1,309 cases in FY 1997, of which it closed approximately 468 cases.

CRS' many accomplishments include specialized services to more than 250 communities affected by racially motivated church arsons. CRS also provided violence reduction services in communities facing other types of civil disturbances, including marches and rallies, and conflicts in more than 150 schools and colleges.

Supporting Law Enforcement by Reducing Community Racial Tensions

- After a series of excessive police use-of-force incidents provoked ongoing street demonstrations in **Cincinnati, Ohio**, CRS helped city officials and a Black coalition reach a mediated settlement that called for a civilian oversight board, a computerized tracking system for officers, and a civilian training academy. Community-police relations are showing clear signs of improvement.
- In a precedent-setting event, CRS conducted diversity training for city police departments and for the entire city government in **Kankakee, Illinois**. The mayor and chief of police requested CRS assistance after a series of racial incidents in the police department. The diversity training was a catalyst for changes that resulted in lower racial tensions.
- Following a 2-day riot in **Leland, Mississippi**, precipitated by a police shooting of a young Black man, CRS convened community meetings to air community concerns on racial issues that had led to violence, established a rumor control mechanism, identified Black community leaders for crisis response teams, and established strong working relationships between the community and FBI Special Agents and local law enforcement agencies. CRS efforts led to acceptance by the community of the shooting as "accidental" without further violence.

Defusing Racial Tensions on Campus

- CRS services were requested by more than 150 school districts and 100 colleges and universities to help resolve racial conflicts and violence, reduce tensions, develop plans to avoid potential violent incidents, and conduct conflict resolution and peer mediation training programs for students, teachers, administrators, and parents. For example, CRS conducted Student Problem Identification Resolution (SPIR) training for teams from eight **New England** school systems and convened teams of police, teachers, and youth from 30 **New England** cities to address race relations and conflict prevention in their municipalities.
- CRS provided conflict resolution and diversity training for school security guards in **New York City** following several confrontations between students and guards. The trained guards and school staff conveyed the skills they learned to other employees, resulting in fewer incidents between students and staff.

Assisting Local Government with Reducing Community Racial Tensions

- CRS responded to more than 25 cases involving disputes and conflicts involving local, State, and tribal governments and corporations. CRS conciliation assistance helped to resolve issues related to the use of reservation lands for sanitary and hazardous waste landfills; tribal voting rights; the leasing of tribal lands for housing and business ventures by non-Indians; cross-deputizations among Federal, State, and local governments and law enforcement agencies in gaming, taxation, and business regulation; and the return of ancient Native American remains and artifacts unearthed by land development.
- CRS assisted in planning several events to help reduce potential conflicts and to minimize confrontations. In **San Francisco, California**, for example, CRS assisted local authorities in preparing for the Reverend Jesse Jackson's planned protest and "Save the Dream" march which included 20,000 participants crossing the Golden Gate Bridge. CRS met frequently with the parties involved and deployed nearly one-quarter of its staff on-site during the event, resulting in peaceful events despite large numbers of participants and a number of obstacles during the event that could have

on-site at the annual Black Student Greekfest, to ensure a peaceful gathering of several thousand college students that saw only a few arrests and minor student-police confrontations.

- In **Philadelphia, Pennsylvania**, CRS initiated a Study Circles program for conducting race dialogues and coordinated facilitator training for 100 key officials and community leaders as part of a plan that would eventually involve 1,000 participants in a community problem-solving process in the next year.
- In the aftermath of the beating of a Black youth by four White youths in **West Haven, Connecticut**, CRS facilitated negotiations between city officials and minority leaders that resulted in an agreement to establish a Human Relations Commission by ordinance and which prompted several other positive actions designed to introduce more diversity at the governing level. CRS also mediated negotiations about specific issues among minority community leaders, and police, and school departments.
- CRS mediation in **Odanah, Wisconsin**, averted a violent situation after a faction of the Ojichida Tribe blocked the tracks of the Wisconsin Central Railroad to prevent environmentally toxic cargo from crossing its reservation. CRS mediation resulted in an agreement that allowed the shipments to be peacefully resumed under new environmental safeguards.
- In **Kansas City, Missouri**, CRS worked with Black community leaders who sought to help young people with troubled or criminal backgrounds form a crisis intervention team. CRS trained the team, which intervened in conflict situations that otherwise might have required a police response.

Fighting Hate Crimes that Increase Community Racial Tensions

- In FY 1997, CRS was involved in 135 hate crime cases that caused or intensified community racial and ethnic tensions. In the **Los Angeles** suburb of **Azusa, California**, for example, a demographic shift of Blacks induced a negative response by long-established Latino gangs, culminating in a student disturbance involving hundreds of students at Azusa High School. CRS facilitated a "Student Problem

dents, police, and residents, and established a student peer mediation program with 30 students to empower them as peacemakers and peer counselors.

Building "One America" Through Tension-Reducing Race Dialogues

- CRS assisted the President's Initiative on Race, helping to develop the One America Guide to Race Dialogue. This document, distributed all across the country, helped to open race dialogues and improve race relations in many communities nationwide. CRS brought together major practitioners of race dialogues for the first time to develop a comprehensive guide on the subject for national distribution. Greater awareness and dissemination of the publication resulted in many communities with racial problems implementing race dialogue approaches.

Restoring Peace After Church Arsons Disrupted Community Harmony

- CRS worked directly with local rural, suburban, and urban communities to help eliminate racial distrust and promote multiracial cooperation in the aftermath of church burnings in minority neighborhoods. CRS worked with community leaders and law enforcement officers, and provided technical assistance in the formation of community task forces to conduct cooperative projects to rebuild the burned churches and to restore community harmony. More than 150 local communities received conciliation services from CRS and more than 50 others asked CRS to conduct proactive arson prevention activities.

Responding to Racial Tensions from a Changing America

- CRS facilitated two town hall meetings on racial issues in **Montrose, Colorado**, which resulted in the city forming an advisory board including representatives of the Hispanic community. CRS provided assistance in establishing the advisory board and conducted mediation training. These meetings followed tensions between the Hispanic and White communities as Hispanic migration has increased in the area. This was a trend throughout much of the country as Hispanic populations have increased in many cities through-

CRS' Mission

When governors, mayors, police chiefs, and school superintendents need help to defuse racial or ethnic crises, they turn to CRS—a specialized Federal racial conciliation service available to State and local officials to help resolve and prevent racial and ethnic conflict, violence, and civil disorder. CRS helps local officials and residents tailor locally defined resolutions to defuse racial conflict and violence when they threaten community stability and well-being. Created by the Civil Rights Act of 1964, CRS is the only Federal Agency dedicated to preventing and resolving racial and ethnic tensions, incidents, and civil disorders. It assists State and local units of government, private and public organizations, and community groups in restoring community racial stability and harmony.

Supporting Law Enforcement by Reducing Community Racial Tensions

Defusing Tensions Between Communities and Police

When local capacities are insufficient, law enforcement agencies seek CRS' assistance to help respond to civil disorders and racial violence. In FY 1997, CRS responded to civil disturbances in **St. Petersburg, Florida**, community unrest in **Leland, Mississippi**, and **Phoenix, Arizona**. CRS mediators were on-site helping police and local officials calm tension, end the violence and property damage, and begin constructive dialogue. **CRS dedicated 40 percent of its resources to assisting police agencies and communities with racially tense situations.**

CRS mediators, when requested by march organizers and local law enforcement officials, assist in event planning to help reduce potential conflicts and to minimize any prospects of confrontations. In **San Francisco, California**, local authorities used CRS' assistance in preparation for the Reverend Jesse Jackson's planned protest and "Save the Dream" march across the Golden Gate Bridge on August 28, 1997. The event crossed through four police jurisdictions and affected thousands of weekday commuters. CRS met repeatedly with all of the parties and fielded a multiregional team comprising almost one-quarter of the Agency's staff to be on-site at the event locations and to accompany the 20,000 marchers to ensure their safety and good communication between police and march organizers.

In a major police use of force case, CRS mediation was requested by the **Cincinnati, Ohio**, City Council and an Afro-American Community Coalition after a series of police use of force incidents precipitated street demonstrations in the downtown area. A CRS-mediated settlement was reached after a series of five sessions and signed by the city manager and members of the Afro-American Coalition. The agreement called for a civilian oversight board, a computerized tracking system for officers, and a civilian training academy. There are clear signs of improvement in relations between police and the community.

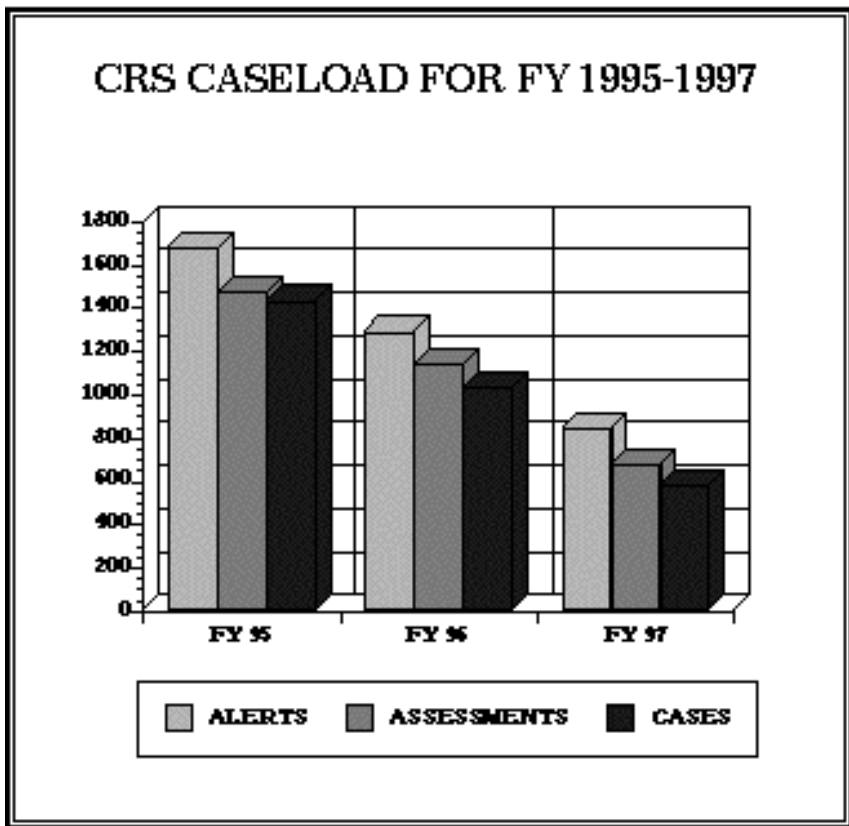
Providing Law Enforcement with Information to Reduce Community Tensions

A street demonstration on May 15, 1997, in **Donna, Texas**, by 150 Hispanics protesting water rates and a subsequent rally at City Hall resulted in the arrest of a popular Hispanic community leader and allegations of excessive use of force by the local police chief. CRS convened parties from across the valley for mediation and helped reduce racial conflict and eliminate tensions over use of force incidents. More than 100 officers from 10 cities were trained in civil rights liability and issues were resolved over legal review, officer training, recruitment, selection, discipline, off-duty employment, and civil right violations. CRS assisted these police departments in updating their use of force and citizen complaint policies and procedures. CRS also conducted workshops on "How to Address Civil Rights and Related Issues" for members of the League of United Latin American Citizens (LULAC) and residents from the **Rio Grande Valley**.

Mediating Settlements between Police and Community Groups

CRS conducted mediation sessions to address community concerns and high racial tensions after the April 29, 1997, shooting death of a Chinese American man by a **Rohnert Park, California**, police officer. The officers indicated that they were confronted by a man waving a broom handle. When the officers asked the man to drop it, he allegedly lunged at the officers and was fatally shot. Afterwards, when they were debriefed, the officers said that they fired their weapons in self defense, because the suspect, being an Asian, was probably a martial arts expert. The broom under these conditions, the officers contended, was a lethal weapon justifying their use of deadly force. These perceptions caused considerable concern among the Asian American community. The Redwood Empire Chinese Association and the Japanese American Citizens League joined with other community organizations to push for a citizen oversight process for investigating complaints of police misconduct in **Sonoma County, California**. The incident catalyzed concerns over prior incidents of alleged police misconduct involving **Santa Rosa Police Officers** and **Sonoma County Sheriff deputies**. During the meetings between Asian American leaders and law enforcement conducted by CRS, the Conciliator sought to clarify rumors and address issues regard-

in crisis situations, stereotyping of Asian Americans by police officers and outreach efforts to recruit and hire Asian Americans as police officers. The result was better understanding and communication between the parties, improved policing services, and reduced police-community racial tensions.



Defusing Racial Tensions on Campus

Peer Mediation and Conflict Resolution to Defuse School Racial Tensions

The Student Response Team (SRT) Program has been used for nearly 20 years in the **Kansas City, Missouri**, area to defuse racial tensions in secondary schools. The SRT approach allows students to act as peer mediators, to serve on a race relations advisory board, and to be part of an emergency situation team in a secondary school. When acting as part of an emergency situation team, the SRT can assist school administrators in promoting calm. The team can be used to informally talk to peers to discourage them from participating in disturbances. CRS uses the approach in response to a publicized racial incident or within a school or school system. This approach has been growing in popularity nationwide and school administrators are increasingly willing to use students to help solve problems among their peers in their own schools.

Multi-Jurisdictional Mediation Plan Developed with Los Angeles School Officials

Beginning on April 9, 1997, CRS participated in meetings with the **Los Angeles County**, Office of Education's Board of Advisors to develop a county-wide strategic plan for school safety to address issues of street gangs, interracial conflict, student discipline, and teacher preparation. CRS was one of 20 other agencies including law enforcement, youth gang agencies, school districts, human relations commissions, universities and colleges, and county programs serving youth. This plan covered 88 independent cities and 58 law enforcement organizations in the Los Angeles Area. Widespread violence in high schools throughout Los Angeles County required different approaches and the group was charged with developing a 5-year plan that would reduce violence. CRS sponsored a Hate Crime Seminar and to present its problem identification and resolution approach (SPIRIT) to a number of new districts and organizations in Los Angeles County. Approaches for racial conflict resolution in multicultural schools were presented in several cluster seminars.

Working with Schools, Law Enforcement, and the Community to Defuse Racial Tensions

Confrontations between students and staff prompted the Director of School Security for the New York Board of Education in New York City to contact CRS about issues regarding the performance of school security guards. CRS helped resolve tensions with conflict resolution and diversity training for 40 Division of Safety command officers. CRS enabled the staff to train other employees in skills necessary to deal with students and other staff. Because of CRS involvement, the number of incidents between students and staff has decreased.

Personnel changes in the Little Elm Independent School District in Texas resulted in a community meeting by more than 100 Hispanic parents on July 21, 1997, concerned about growing tensions among Hispanic and White students and school officials. About 40 percent of the school district's students are now Hispanic, but parents have raised concerns about diversity among school officials and faculty. CRS convened three mediation sessions and helped develop a memorandum of agreement by which the School Board and parents agreed to a strategy to improve recruitment of Hispanic teachers, a plan offering the possibility of electing a Hispanic to the school board, and fair and equitable student discipline policies.

CRS' Student Problem Identification Resolution (SPIR) Program to Defuse Community Racial Tensions

The Student Problem Identification Resolution Program (SPIR) is designed to identify and defuse racial tensions involving students at the senior and junior high school levels. SPIR assists school administrators in addressing racial and ethnic tensions through a carefully structured process that involves students, teachers, administrators and parents. A further development of this program called SPIRIT, involves local police agencies as key partners in the design of an action plan. CRS now provides information to police officers to implement the SPIR program as a part of a process to strengthen cooperation among police and schools. Created by the Western Regional Office staff, the SPIR program has been used by CRS staff throughout the country.

CRS used the SPIRIT program to bring students into dialogue and conflict resolution in communities like **Azusa, California**, in the Greater Los Angeles Metropolitan Area where demographic shifts of Blacks from the inner city to suburbs has prompted a reaction from long-established Latino gangs. In this particular instance, the Azusa Police Department and Unified School District requested CRS assistance in October 1996 in responding to a student race riot between hundreds of Black and Latino students at Azusa High School. Eight students were arrested and charged with hate crimes as a result of this disturbance. CRS immediately convened a series of community and staff meetings to assess the racial tension and perceived causes of the unrest. On the basis of the assessment, the school, police, and the community representatives agreed to participate in a SPIRIT Program in consultation with CRS for 110 students to identify causes of racial tension and develop solutions through a joint problem-solving effort. Subsequently, CRS established a student peer mediation program with 30 students empowered as peacemakers on campus and trained counselors.

Assisting Local Government to Reduce Community Racial Tensions

Requests by Mayors for CRS Services

In April 1996, at the request of city officials, minority leaders, and the U.S. Attorney, CRS mediated racial tensions in **West Haven, Connecticut**, in the aftermath of the beating of a Black youth by four White youths. Initial progress was made by CRS in arranging for city officials and community leaders to meet and to discuss racial tensions, but without further CRS assistance, the discussions faltered. The parties asked CRS to reenter the process. Meetings convened by CRS on December 19, 1996 and February 13, 1997, resulted in agreement on establishing a Human Relations Commission by ordinance, hiring an affirmative action compliance coordinator and Human Relations Director, and appointing a full slate of members to the city's Affirmative Action Plan Committee. In addition, CRS mediated separate negotiations over specific issues between minority community leaders and the police and school departments.

Value of CRS Services to Law Enforcement

CRS has helped police chiefs, mayors, and local officials restore community order in the face of serious racial violence. From the civil disturbances in **St. Petersburg, Florida**, to the community unrest in **Leland, Mississippi**, and **Phoenix, Arizona**, CRS was on-site, helping police and local officials calm tensions and end the violence.

On July 21, 1997, in **St. Petersburg, Florida**, CRS convened a meeting between UHURU, a Black activist group, the U.S. Attorney's staff for the Middle District of Florida, the Weed and Seed Program Director, and the Coordinator of the Federal Task Force in St. Petersburg. The meeting was called by CRS to clarify information and issues, open lines of communication, and seek cooperation on the introduction of the Weed and Seed Program. Although not all reservations were removed, the community had the opportunity in advance to discuss the issues with law enforcement and CRS had opened the door to effectively monitor community tensions as the program was implemented.

“CRS has gained a distinguished history of facilitating conflict resolutions during community violence. As a police chief in Boise, Idaho, a sheriff in King County, Washington, and now Chief in Bellevue, Washington, I can attest that CRS can be counted upon during those difficult times of civil disorder and community unrest.”

James E. Montgomery,
Chief of Police

**City of Bellevue,
Washington**

On July 7-8, 1997, CRS provided technical assistance in **Leland, Mississippi**, to the Chief of Police, the Human Relations Committee of Leland, and Black community members. CRS provided training models on cultural diversity and police-community relations, and offered recommendations on policies and procedures for the police manual. As a result of CRS involvement, the Black community welcomed the opportunity to work with the Leland Police Department, and the Chief of Police accepted the involvement of the Human Relations Committee in its oversight role with the police department.

Often, CRS involvement can avert violence altogether. For example, after a faction of the Ojichida tribe in **Odanah, Wisconsin**, blocked the tracks of the Wisconsin Central Railroad over the shipping of toxic sulfuric acid across its reservation, State and local law enforcement were at an impasse with the tribe which remained on tribal lands where they had no jurisdiction. CRS' mediation of the dispute averted violence and granted environmental safeguards so that shipments could be peacefully resumed.

In another case, CRS went on-site when it learned of threats to blow up a bridge between the Standing Rock Indian Reservation and **Mobridge, South Dakota**, in protest over a rape and murder of a 17 year-old Native American. CRS met with community leaders and law enforcement officials, learned that leaders from the Stand Rock Sioux Tribe and other Indian communities around the country were planning an encampment and demonstration prior to and on the day of the trial's opening. CRS played a key role in improving immediate communication between the victim's family and the criminal justice system, thus easing tensions. CRS was also on-site during the encampment, helping organizers, law enforcement, and parks officials arrange for a peaceful event. CRS' years of experience working with local law enforcement and communities enabled it to craft the best strategy for each community's needs. In another instance where violence had occurred, CRS' assessment of a racially tense Black community in **Kansas City, Missouri**, resulted in the recommendation and successful implementation of a community patrol to benefit both the community and the police. CRS assisted in the training of the patrols using ex-offenders to help maintain racial harmony and defuse conflict between police and Black teens.

With the help of CRS, we were able to bring everyone together to reassure the local community that we recognize the problem and were prepared to deal with it. We got together before we ever had a problem, and fortunately we haven't had one yet."

Joe Garcia,
Chief of Police

**Brookshire, Texas,
Police Department**

Mediating Cooperative Agreements

CRS created its own national team eight years ago to provide a training assistance program to law enforcement agencies and associations to enable law enforcement to lower community tensions on their own. Among the organizations that CRS worked with were the National Organization of Black Law Enforcement Executives (NOBLE), National Black Police Association (NBPA), U.S. Secret Service/Foreign Missions, and the **New Orleans**, and the **New York** Police Departments. As a result of the team's work, CRS was able to assist many communities it would not have been otherwise able to serve and to free up CRS resources for other community situations involving higher tension levels.

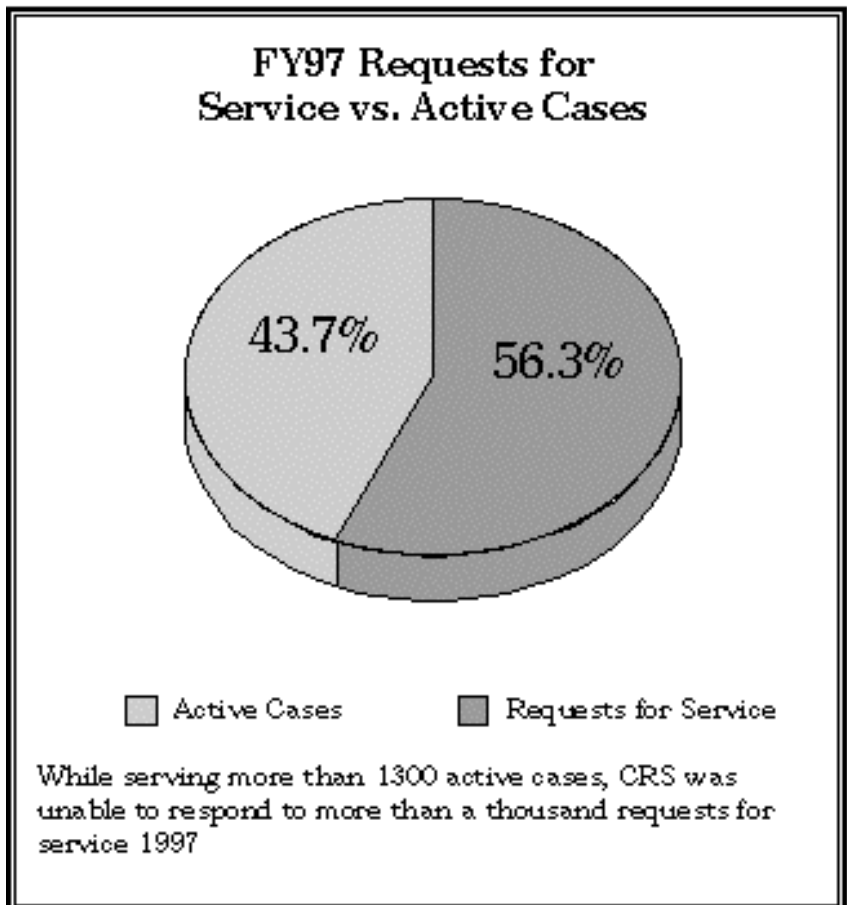
CRS has always sought to develop community resources, working with State and local organizations, to multiply the resources available to address community racial tension and to expand CRS' network to learn about racial situations and incidents more quickly and effectively. Working through non-governmental or non-Federal organizations, particularly in cases involving police-community conflict, can be especially useful in bringing about long-lasting changes in community race relations. This was especially true in FY 1997 when CRS resources were so limited that CRS facilitated solutions and identified assistance through community organizations when it was unable to respond.

As a result of close cooperation between CRS and the Kean College in **Union, New Jersey**, CRS presented on conflict resolution approaches to 60 educators from the university. CRS' conciliation services to the College were especially useful as a controversial Nation of Islam speaker and an incident between a Black student and campus law enforcement created racial tension during the year.

Builder of Coalitions

Following the September 1997 shooting of a Black youth by a Vietnamese store operator in a predominantly Black area of **Houston, Texas**, CRS assisted in creating an Asian and African American community task force to help improve race relations and make the community safer. With Black and Asian community representatives, Houston police, and local pastors working together, the group held community seminars, identified "friction points," and developed strategies on how to improve relations. It coordinated community relations and conflict resolution training for area residents and leaders. Store

owners were asked to sign a "Statement of Values and Practices" as a commitment to being good, contributing neighbors and to show that the value of Asian-operated stores. The group has established and presented "Good Neighbor Awards" to several exemplary stores. The task force has been praised by the Chief of Police, the City Council, including a City Council Member, who asked the group to assist in improving race relations in other parts of the city.



Fighting Hate Crimes that Increase Community Racial Tensions

In 1997, CRS was involved in 135 hate crime cases that caused or intensified community racial and ethnic tensions. Consistent with the Civil Rights of 1964, CRS becomes involved only in those cases in which the criminal offender was motivated by the victim's race, color, or national origin. Of all hate crime incidents reported to the Federal Bureau of Investigation in 1996, 72 percent were motivated by the victim's race, color, or national origin.

Of all crimes, hate crimes are most likely to create or exacerbate tensions, which can trigger larger community-wide racial conflict, civil disturbances, and even riots. Hate crimes put cities and towns at risk of serious social and economic consequences. The immediate costs of racial conflicts and civil disturbances are police, fire, and medical personnel overtime, injury or death, business and residential property loss, and damage to vehicles and equipment. Long-term recovery is hindered by a decline in property values, which results in lower tax revenues, scarcity of funds for rebuilding, and increased insurance rates. Businesses and residents abandon these neighborhoods, leaving empty buildings to attract crime, and the quality of schools decline due to the loss of tax revenue. A municipality may have no choice but to cut services or raise taxes or leave the area in its post-riot condition until market forces of supply and demand rebuild the area.

In light of these serious consequences from hate crime, the Department of Justice places a high priority on addressing hate crimes and the resulting community racial tensions. In 1997, CRS responded to 165 cases involving community racial tensions associated with hate crimes or hate group activities—approximately 15 percent of the agency's case load. CRS services include helping civic leaders and public officials maintain and restore stability when hate group activities heighten tensions, assisting local officials in developing policies and practices for responding to hate crimes, conducting training sessions for police on recognizing and responding to hate crimes, assisting businesses that experience property loss and damage, and delivering hate crime prevention and education programs in schools, colleges and communities.

For example, in **New England**, CRS assisted the various

addressing hate crimes in a more systematic and collaborative manner. In **Philadelphia, Pennsylvania**, CRS joined with the U.S. Attorney, the FBI, local law enforcement agencies, and the Anti-Defamation League to present a symposium for police on responding to hate crimes.

The Attorney General's Hate Crime Initiative

As part of the Attorney General's Hate Crime Initiative, CRS and the FBI's Hate Crime Unit, working with the U.S. Department of Treasury's Federal Law Enforcement Training Center, the National Association of Directors of Law Enforcement Standards and Training and other U.S. Department of Justice Agencies, are developing four model hate crime training curricula. The four curricula are specifically designed for patrol officers, investigators, policy makers, and a multilevel audience of law enforcement personnel. This effort was undertaken to provide State and local law enforcement officers with the skills and knowledge that are crucial to the identification, reporting, investigation and prosecution of and education about hate crimes.

The new courses are approximately eight hours in length, can be taught at a training academy or on-site at a department, and have been field-tested at law enforcement academies and departments across the country. The curricula will contain the best policies, procedures, practices and materials used to train law enforcement officers, and provide a balance of instruction on enforcement, victim assistance and community relations. The training workshops will be offered beginning in November 1998.

Building “One America” Through Tension-Reducing Racial Dialogues

The President's Initiative on Race

CRS assisted the President's Initiative on Race by helping to create The “One America” Guide to Race Dialogue. The Guide was developed through a collaborative process led by the President's Initiative on Race and the Community Relations Service, which consulted with national organizations that specialize in race dialogues. The result was a manual which represents a consolidation of thinking and practice from around the country on community dialogues on race.

Over the years, CRS has seen the power of racial dialogue in resolving disputes. When people can explore perspectives and ideas, they discover how much they share in common and learn to appreciate their differences. Dialogue is an opportunity for growth and change. It is an important tool for overcoming community tension and establishing lasting peace and tranquility. Frequently requested by citizens and officials from all across the country, this document has helped in opening racial dialogues and to improving of race relations in many communities.

Spurring Discussions on Race

In response to racial and ethnic tension in the **Mid-Atlantic Region**, CRS worked throughout the year on establishing a Study Circles program in **Philadelphia, Pennsylvania**, and in nearby suburbs. CRS coordinated with 100 key officials and community leaders who trained to be facilitators of Study Circles. The plan will involve about 1,000 participants in a community problem-solving process in the next year.

Restoring Peace After Church Arsons Disrupted Community Harmony

The CRS Church Burning Response Team (CBRT)

Since January 1995 more than 670 churches have been burned or desecrated across the country, primarily in the South. Many of these churches belong to predominantly Black congregations, raising concerns that the burnings have been racially-motivated. Triggered by the fires, civil rights, and church officials recalled the waves of terror during the 1960s, when attacks upon Black churches were calculated acts of violence meant to disrupt the Civil Rights Movement.

In June 1996, President Clinton created the National Church Arson Task Force (NCATF) to coordinate the Federal investigation and prosecution of cases, and to work with State and local officials in communities affected by church burnings. By forming the NCATF, President Clinton made the investigation of these fires a top priority of Federal law enforcement. The Community Relations Service was called upon to be an integral partner in the NCATF.

As a partner of the NCATF, CRS performed three important roles:

- CRS chaired the Community Outreach Working Group, ensuring communication and coordination among the various agencies, officials, groups, and individuals responding to the church burnings and those affected by them.
- CRS' skilled conflict resolution professionals provided analyses and assessments of underlying racial tensions and conflicts, helped develop strategies to prevent further incidents, and contributed expertise and guidance on certain "best practices" to allay community fears and concerns.
- CRS conciliators served on and advised local church arson task forces established by the Attorney General. The local task forces, headed by U.S. Attorneys, are responsible to coordinating the investigations and prosecutions of cases in conjunction with State and local law enforcement agencies.

conciliators to ensure good communication and cooperation between the task force and local ministers and their congregations in troubled communities. The result has been more effective investigations and more community support for the work of law enforcement.

Working with Communities

The CBRT focused its work on those communities where Black churches have been burned or desecrated — the sites where there is the greatest potential for racial conflict. CRS recognized that not all church arsons are motivated by racism and that some may have been accidental or motivated by other reasons. Generally, however, there are heightened racial tensions in Black communities when predominantly Black houses of worship are burned. The CBRT staff worked directly with local rural, suburban, and urban communities to help eliminate racial distrust and polarizations, promote multiracial cooperation in the construction of new buildings, conduct race relations training for community leaders and law enforcement officers, and provide technical assistance in ways to bring together law enforcement agencies and minority neighborhoods.

More than 150 local communities received conciliation services from the Community Relations Service's CBRT in the aftermath of a church burning. In addition, more than 50 other communities asked CRS to conduct proactive arson prevention activities.

The Rebuilding Process

In **Boligee, Alabama**, CRS facilitated cooperation between the City Council and Black residents, easing tensions and opening up discussions between Black and White citizens and government officials in Greene County. As a result, the "Rebuilding Community Relations Task Force" was formed which sponsored community projects exemplifying racial cooperation.

The Friendship Missionary Baptist Church of **Columbia, Tennessee**, was destroyed by fire in January 1995. Because of the vulnerability of the church in a remote rural area, church officials wanted to buy some acreage of city-owned land within city limits. However, the city's zoning laws and bidding process made the purchase of city-owned real estate difficult. Through CRS mediation efforts, the Friendship Baptist Church

“CRS is one of the best kept secrets in the Justice Department. The work that CRS does to reduce racial tension and to restore healing in communities that have experienced loss by church arson make them a valuable resource to our government and the American people.”

Joan Brown Campbell
General Secretary of the
National Council
Of Churches

and the City of Columbia were able to develop a solution which allowed the church to purchase a parcel of land for their new building.

In May 1996, the Mount Pleasant Baptist Church in **Tigrett, Tennessee**, was burned. When the church sought a building permit, it was informed that due to soil conditions the site was unsuitable and the permit was denied. CRS meetings with the church's minister, as well as State and county officials, resulted in an agreement which cleared the way for construction.

Responding to Racial Tensions from a Changing America

Changing Demographics Bring Racial Tensions

CRS continued to learn from its years of work in helping to resolve serious racial conflict and violence. New challenges present themselves, as race relations can no longer be defined in Black and White terms. New immigrants have altered the landscape of race relations and virtually every community is challenged to find effective ways to ease the tensions associated with assimilating people of different colors, cultures, and customs. Criminologists and demographers advise CRS that the convergence of changing demographics and growing gap of income disparity portends an increased likelihood of social unrest and vulnerability to civil riots, with grave political and economic consequences.

America of the 1990's has a different racial landscape compared to when CRS was created more than 30 years ago. Given the fundamental demographic changes, the Agency's services are in greater demand than ever. As our country and its neighborhoods have become more diverse, racial conflicts and tensions are bound to arise. With people of many cultures, without common customs or languages, attempting to live, work, play and attend school together, minor misunderstandings can often escalate to full blown conflict and violence.

In a letter to Attorney General Reno, Bad River Band Tribal Chairman John Wilmer, Sr., tells about the mediation: "Mr. Terronez (the late CRS Mediator) met with all parties involved in the dispute and almost immediately instilled a shared sense of trust in his integrity and ability. He worked tirelessly to find common ground among the parties and ease any existing tension. Because of his efforts, the parties have worked through most of their differences and are looking forward to a resolution of the matter . . . I am sincerely grateful that the Department of Justice has a program like CRS."

Case Studies of Resolving Disputes

Native American Case

In the Fall of 1997, the Governor of Wisconsin, Tommy Thompson, contacted the Attorney General after all other avenues had been exhausted by the Sheriff of **Ashland County, Wisconsin**, and the Tribal Council of the Bad River Band of the Lake Superior Tribe of Chippewa Indians in resolving a dispute that threatened to erupt into violence. The impartial mediation service of CRS was requested.

The dispute arose between the Chippewa Indians and the Wisconsin Central Railroad, which was shipping toxic sulfuric acids across its reservation on tracks that the Indians believed to be unsafe. When the railroad continued the shipments, the Chippewa Indians blocked the tracks. The railroad's threat to run the blockade intensified the tension between the tribe, railroad, and State and local law enforcement officers. Violence appeared to be imminent.

All parties agree that CRS should mediate the dispute. Through mediation sessions conducted by CRS, a Memorandum of Understanding was reached which averted violence and led to a resumption of shipments under new safeguards.

Tensions eased immediately after CRS' involvement. The Ojibhida Warriors, who had blocked train traffic through the reservation, agreed to vacate the protest site, in exchange for an agreement to pursue additional issues and concerns with the railroad. In October 1997, an agreement was reached that included a significant reduction in shipments of toxic chemicals by the railroad company.

Maintaining and Restoring Peace in Our Schools

School authorities and parents requested assistance from CRS following a series of racially charged incidents in several communities:

In Orange Glen High School in **Escondido, California**, a fight between students escalated into a racially charged stand-off between at least 100 American Indian and Latino students. The potential for escalation was high as police and campus

In another high profile case, charges were filed in **Chicago, Illinois**, against three White teenagers who allegedly beat a Black youth. National attention to the case grew as the mayor of Chicago and the Rev. Jesse Jackson visited the youth in the hospital. Tensions were heightened as the alleged attackers were released on bond and the FBI classified the case as a hate crime.

In the first case, CRS convened a meeting to address inter-racial conflict among students and plan steps to diffuse escalating tension. Following CRS training with students, school and local officials, the school initiated CRS' STARS (Student Talking and Able to Resolve Situations) Program, a peer mediation program. CRS convened and mediated meetings between students, community members, parents and school officials. Students were trained in peer mediation to avert future hostilities.

In **Chicago, Illinois**, CRS met with the Director of the Chicago Catholic Archdiocese's Office to help develop programs in high schools to reduce racial tension. CRS helped avoid violence at a community demonstration conducted by dozens of Chicago Guardian Angels. CRS also established communications with neighborhood residents and business representatives.

In both cases, violence was averted, tensions subsided in both cases, and communications between parties improved. An infrastructure and mechanism was developed and implemented in the community to avert and resolve future tensions. The school districts developed violence reduction policies and procedures as a result of the conflict. Students, community members and school officials received training to prevent future incidents.

Regional Office Highlights

New England Region

In FY 1997, the major racial and ethnic conflicts in the New England Region revolved around police-community friction, police-minority youth relations, hate crimes in schools and in communities, racial conflicts in schools, charges of housing discrimination, and charges of unfair treatment of minorities in employment or awarding of local government contracts. Gang activity, especially between different racial and ethnic groups, and the best strategies to address such problems have been a major problem to municipalities throughout New England. In addition, immigration-related conflicts, an impaired ability of local agencies to address racial conflicts, and opposition by groups to civil rights remedies have made it more difficult to deal with racial and ethnic conflicts in a comprehensive and unified manner.

Police-community conflict in **Springfield, Massachusetts**, followed the public airing of a police officer apparently kicking a subdued Black man, police minority youth problems in **Worcester, Massachusetts**, related to the Youth Center, a protest march in **East Haven, Connecticut**, following the shooting death of a Black male, mediation of school conflicts in **Newport, Rhode Island**, and mediation of student-administration problems at the University of Massachusetts, **Amherst**, were indicative of the need for crisis response and crisis prevention.

Conflict prevention activities of the New England Region focused on improving the relationship between law enforcement and minority youth and partnerships between law enforcement and schools in addressing racial conflicts. CRS conducted Student Problem Identification and Resolution (SPIR) training for teams from eight New England school systems. CRS convened teams of police, teachers, and youth from 30 New England cities to address race relations in their municipalities. CRS also convened community meetings to initiate community dialogues on race. CRS also assisted the governors' task forces and human rights commissions in New England in addressing hate crimes in a more systematic and collaborative manner.

Northeast Region

The most persistent area of case work for the Northeast Region continued to be community racial tensions arising from

police use of force incidents involving minorities. Minority advocates contended that such incidents including verbal and physical abuse are rising due to the decline in the employment of minority officers and the lack of residency requirements for law enforcement personnel. Racial incidents between security personnel and students surfaced in both the middle and secondary schools. CRS responded to these allegations by working with community leaders and law enforcement officials in cooperative ventures to reduce community racial tensions. After a fatal shooting of a teenage female by a **Newark, New Jersey**, police officer in June 1997. CRS facilitated a meeting between the family members, community leaders, and the **Newark, New Jersey**, mayor to air the family's and the community's concerns about police use of force and investigation into the incident. This meeting ultimately reduced community tension and afforded leaders an opportunity for redress with the mayor.

In an effort to address growing student and teacher conflict, CRS collaborated with Kean University in **Union, New Jersey**, in conducting several three-day workshops in conflict resolution, assessing the school climate, and preparing a school plan. More than 200 educators received the training enabling them to better deal with potential problems.

In June and July 1997, CRS assisted the **Monmouth County, New Jersey**, Prosecutor's Office, the Human Relations Commission, and local and State police in preventing racial conflict at the annual Black Creekfest gathering of college students. CRS was on-site, and working with all of the parties, helped ensure a peaceful gathering with only a few arrests or conflicts between students and the police.

Mid-Atlantic Region

The Mid-Atlantic Region continues to experience a recurring pattern of racial problems and incidents. These problems include continued allegations of police excessive use of force, growing Ku Klux Klan activity and incidents of alleged hate activity. A major case involved the burning and decapitation of a Black man allegedly by two White men in **Elk Creek, Virginia**. There were two Ku Klux Klan demonstrations in **Wilmington, Delaware**, in 1997, the first time there had been any Klan activity in 20 years in the city. In **Pittsburgh, Pennsylvania**, the Johnny Gammage case in which local police were charged with using excessive force created serious racial tension in the city.

In response to racial and ethnic tension in the Region, CRS worked throughout the year on establishing a Study Circles

and in nearby suburbs. CRS coordinated with 100 key officials and community leaders who trained to be facilitators of Study Circles. The plan will involve about 1,000 participants in a community problem-solving process.

At the close of the Fiscal Year, CRS was preparing for the Million Woman March in **Philadelphia, Pennsylvania**, in October 1997. CRS worked with city officials, police, and the march organizers to assist them in conducting a peaceful demonstration.

CRS also worked with Black community leaders, police, the Human Relations Commission, and other senior city officials in **Philadelphia, Pennsylvania**, in addressing logistics for a march sponsored by the Nation of Islam through the Grays Ferry area of Philadelphia, the site of several serious racial incidents.

Southeast Region

The Southeast Region continued to experience an increase in racial tensions and acts of racial conflict in FY 1997. The main causes of racial tension and conflict were perceptions of excessive use of force by police and conflicts in schools, and the national focus of the burning of Black churches, which occurred primarily in this Region, stirred up reminders of historic racial hatred in the Region.

In years past, the issue of race and racial conflict in the Region was primarily Black and White. Although Black and White conflicts are still predominant in the Region, there was an increasing percentage of other racial and ethnic conflicts, involving Hispanics and Southeast Asians. With these demographic changes, CRS has fine-tuned its skills. CRS formed close working relationships and partnerships with State and local human relations commissions, multicultural organizations, civil rights organizations, and other organizations serving the growing population groups.

For school crises, CRS used the school-based mediation and student peer mediation processes more frequently. CRS trained faculty administrators, and students in the art of school mediation. These new approaches and processes have become more acceptable and "the approach of choice."

One of the most critical cases in the Region stemmed from the two-day riot in **Leland, Mississippi**, after the death of a young Black man by a White police officer, who was regarded as a rogue cop by some in the Black community. CRS established a rumor control mechanism, identified Black community leaders to form crisis response teams to reduce tension, estab-

lished strong working relationships with the FBI Special Agents and local law enforcement agencies. CRS convened community meetings in the Black and White communities and encouraged local elected officials to establish a human relations commission in Leland. Eventually it was determined that the shooting was accidental and the efforts in the community by CRS, the law enforcement findings were accepted without further violence.

On October 24, 1996, rioting erupted in the city of **St. Petersburg, Florida**, following the fatal shooting of an 18 year-old Black man by a White policeman. On November 13, 1997, rioting erupted again following grand jury findings that the shooting death of the 18 year-old was justified. CRS established contact with the Chief of Police and was contacted by the Florida Department of Law Enforcement with whom has a long-standing relationship with CRS. CRS moved through the community encouraging calm, especially with Black youths. CRS held numerous meetings with public officials, Black and White community leaders, and facilitated meetings between law enforcement, community leaders, ministerial alliances, the U.S. Attorney's Office and other Federal Agencies who were part of an interagency task force addressing the situation. CRS' assessment uncovered the need to establish a community awareness response team to address the growing tensions at that time. The team was established and is now a permanent part of the Community Affairs Office of the City of St. Petersburg.

Midwest Region

The Midwest Region experienced an increasing number of excessive use of force cases during FY 1997. This has given rise to a series of street demonstrations in a number of cities. Issues related to native Americans have been escalating due to disputes about taxes, fishing rights, and tribal governments. Bilingual education and INS raids have created tension in a number the States in the Region. Racial conflict and violence in the schools are both growing at an alarming rate. In the aggregate, it appears that racial and ethnic tensions are growing.

CRS worked with six U.S. Attorneys in the Midwest Region to enhance the capacity of law enforcement and communities to identify and respond to hate crimes. Mediation and monitoring services were provided in a number of tribal disputes. CRS conducted diversity training for city police departments and the entire city government of about 250 employees in

Kankakee, Illinois. This was precedent-setting case as no other city in the United States has used CRS diversity training for nearly all of its employees. The Kankakee chief of police and mayor requested CRS assistance and diversity training after a series of racial incidents in the police department. Local officials indicated that the diversity training has been a catalyst for changes in the attitudes of some personnel and was instrumental in lowering racial tension.

Mediation services were provided to two city governments in the Midwest Region involved in use of force disputes. CRS mediation was requested by the **Cincinnati, Ohio**, City Council and the Afro-American Community Coalition after a series of use of force police incidents that precipitated on-going street demonstrations in the downtown area. CRS mediated a settlement after a series of five sessions. A five-point agreement, signed by the city manager and members of the Afro-American Coalition, called for a civilian oversight board, a computerized tracking system for officers, and a civilian training academy.

In **Baraga, Michigan**, the Keeweenaw Bay Tribal Council requested CRS assistance with the support of the U.S. Attorney for ensuring a peaceful and legitimate election of tribal officials. The integrity of the election was crucial to ensuring peace on the reservation after two years of internal tribal conflict. CRS provided on-site assistance in establishing and maintaining communication between parties and providing counsel that prevented the need for police action that might have resulted in injury, violence, and arrests.

Southwest Region

For the past two years, relations between the Black and Hispanic communities have deteriorated in **Texas**. In **Dallas**, a 25 year Desegregation Court Order against the Dallas Independent School District remained unsettled and kept race relations on the edge. Since 1998, the Hispanic school population became the largest proportion of school children and debate centered on whether the court would unify the school district. CRS attempted to bring the Black and Hispanic communities together to mediate differences meeting with a group representing a broader spectrum of leaders interested in resolving and improving relationships.

At the close of FY 1997, CRS was asked by Federal Judge Susan Webber Wright to mediate the 40 year-old **Little Rock, Arkansas**, School Desegregation case. CRS had begun holding mediation sessions with local school officials and attorneys

Native American issues over gaming grew in importance and there was increasing conflict over gaming in the Southwest Region as in other areas of the country. CRS expected to monitor tribal disputes among Native Americans and between Native Americans and local communities resulting from gambling, increased traffic, and crime.

A street demonstration on May 15, 1997, in **Donna, Texas**, by 150 Hispanics protesting water rates and a subsequent rally at City Hall resulted in the arrest of a popular Hispanic community leader and allegations of excessive use of force by the local White police chief. CRS convened parties from Donna and the **Rio Grande Valley** to mediate issues. One outcome was training for 100 officers from 10 cities in civil rights liability, including legal review, officer training, recruitment, selection, discipline, off-duty employment, and civil rights violations. CRS assisted these police departments in updating their use of force and citizen complaint policies and procedures. CRS also conducted workshops on "How to Address Civil Rights and Related Issues" for members of the League of United Latin American Citizens (LULAC) and residents from the Rio Grande Valley.

Central Region

In FY 1997, case work centered on interracial conflict or controversy in small towns and suburbs and racial and ethnic conflict in schools. For example, in **La Grange, Missouri**, and **Fontana, Kansas**, CRS dealt with racial tension generated by alleged harassment of interracial couples. In **Winthrop, Missouri**, a racial brawl erupted at a tavern and cross-burnings occurred in **Lincoln, Nebraska**, and **Rushville, Missouri**. The Missouri communities of **Glasgow Village** and **Ballwin** expressed alarm when racist graffiti was painted on cars. **Fayette, Missouri**, was the scene of a disruption that involved confrontation between police and Black youths. In the area of education, racial and ethnic tension among students grew at high schools in **Grand Island** and **Gering, Nebraska**; **Ewing, Missouri**, and **Topoka, Kansas**.

The Central Region continued its tradition of convening conferences for school superintendents and chief of police in conjunction with educators and law enforcement executives to address issues of racial tensions. The Superintendent's Conference developed initiatives for improving response capabilities of law enforcement and schools; creating linkages and partnerships with CRS; improved community effectiveness in identifying, referring, and forecasting racial conflict; and

tions, and agencies. The Regional Police Chief's Conference was attended by 100 police executives from the Central Region.

In **Kansas City, Missouri**, CRS worked with Black community leaders, and an urban organization that worked with young people that have troubled or criminal backgrounds at their request to form a "Crisis Intervention Team." CRS trained the team and provided technical assistance. Community leaders felt that the urban organization was able to provide a calming influence in the neighborhoods, particularly on youths who might have been disruptive. The team intervened in conflict situations between young people that otherwise might have been disruptive and necessitated a police response. City and county officials acknowledged CRS for its assistance in the implementation of the "Crisis Intervention Team." Student Mediation Teams in six schools were trained involving 150 students and staff members in mediation of racial and ethnic conflict in their schools

Rocky Mountain Region

One of the most significant accomplishments in the Rocky Mountain Region was an effort to expand the capacity for mediation and conflict resolution to school districts, non-governmental organizations, and professional associations. Some examples include working with the South Dakota Peace and Justice Center to train 60 Indian and non-Indian volunteers in basic mediation and conflict resolution skills. A key criteria for selecting volunteers was their willingness to use mediation skills in improving race relations.

Another example of capacity building was the training of representatives from five school districts in the **Denver metro area** in mediation skills. These five districts combined have formed a consortium or collaborative effort so that they can use mediators from neighboring districts in responding to internal conflicts.

When Hispanic community leaders in **Montrose, Colorado**, perceived growing racial tensions between the community and police. CRS facilitated two town hall meetings, each attended by 75 people, resulting in the city forming an advisory board composed of law enforcement and lay members of the community including the Hispanic community. CRS provided this Advisory Board with 24 hours of introductory mediation training.

As in the past few years, CRS helped with contingency planning and training of volunteer parade marshals for the Martin Luther King parade in **Denver, Colorado**. For a number of years, the Martin Luther King Holiday has attracted hate group counter demonstration activities that have raised racial tensions and security concerns. CRS was on-site to monitor racial tensions for the event itself. CRS also facilitated the involvement and parade marshal training of Americorps volunteers who helped with the event.

Conflicts in correctional institutions continued to be an issue in the Rocky Mountain Region. CRS was able to work with correction officials to resolve some of the perceptions about unequal treatment of inmates due to race or national origin.

Western Region

In FY 1997, the Western Region experienced continued high levels of community racial tension and conflict caused by intense economic and social pressures in many low income, multi-racial Black and Hispanic urban communities in California. Response to the migration of minorities to smaller suburban cities contributed to increased racial conflict in neighborhoods and schools. More incidents of hate crimes affected race relations, including the O.J. Simpson Civil Trial, passage of Proposition 209 in California, and implementation of new State and Federal welfare and immigration reform laws which triggered protest demonstrations. The decision not to reappoint the **Los Angeles Chief** of Police, who was Black, exacerbated community tension. In **San Francisco, California**, public housing experienced high levels of conflict when Southeast Asians Hispanics, and Eastern European immigrants moved into units once predominantly occupied by Blacks. Perceptions of unfairness in the police use of force incidents triggered high community tensions in some California cities and **Las Vegas, Nevada**.

In August 1997, a team of CRS conciliators assisted law enforcement and planners of the Rainbow Coalition "Save the Dream" March across the Golden Gate Bridge in **San Francisco, California** that drew 20,000 participants. CRS facilitated communication between march organizers, law enforcement agencies command staff, Golden Gate Bridge officials, and San Francisco City Officials, the Mayor, and County Board of Supervisors to reduce potential conflict and avoid violence. CRS trained volunteer self-marshals to assist in crowd control, respond to potential disputes between marchers,

counter protesters, and police to defuse tension. Overall, no major incidents or arrests were reported during the march and rally. CRS maintained communication with the police, march organizers, and self-marshals and monitored the crowd for any potential problems.

In October 1996, the **Azusa, California**. Police Department and the Azusa Unified School District requested CRS assistance in responding to a student race riot between hundreds of Black and Latino students at Azusa High School. Eight students were arrested and charged with hate crimes as a result of this disturbance. CRS immediately convened a series of community and staff meetings to assess the racial tension and perceived causes of the unrest. On the basis of the assessment, the school, police, and the community participated in a "Student Problem Identifying and Resolving It Together" Program in consultation with CRS for 110 students. Subsequently, CRS established a student peer mediation program with 30 students as a strategy of empowering youth to be peacemakers on campus and trained counselors. The demographic shift of Blacks from the inner city of Los Angeles to suburban communities like Azusa prompted a reaction from long established Latino gangs resulting in the kind of violence that occurred in October 1996. Schools have often become the sites of racial violence at which gangs attempt to proclaim control of turf and victimize the groups with fewer numbers. CRS work with gangs in California continued to grow in 1997.

Northwest Region

The Northwest Region experienced increasing polarization along racial lines over election initiatives for English Only and affirmative action. A nationwide movement among Native Americans to enforce long ignored treaty rights and to overturn termination orders or to gain recognition for previously unrecognized tribes resulted in increased numbers of conflicts. Tribes sought to establish economic independence, exploring gaming operations with varying degrees of success and coming into conflict with State agencies.

Tribes seeking to exercise hunting, fishing, and gathering rights came into conflict with non-tribal private property owners as well as State and public land officials in the Region, particularly in **Idaho**. While some parties participated in litigation, frustrations have increasingly led to confrontations and violence. Tribes blamed governmental entities and non-tribal members for degradation of the environment leading to endangerment of fish and game. Non-tribal members express the

for their own use and profit without regard to the possible extinction of species. Tribes imposed separate taxes or fees on non-tribal members using tribal land or facilities. Tribes denied access to law enforcement officers within boundaries under tribal jurisdiction insisting on the granting of express tribal permission.

Prison settings were frequently volatile. Many factors, including disproportionate inmate racial populations, as well as the disproportionate inmate to staff racial and ethnic comparisons, and perceptions on sentencing issues based on race, contributed to heightened racial tensions.

In the Asian community there was widespread mistrust and fear of the police and a reticence to report crimes. CRS assisted the **Seattle, Washington, Police Department** in its recruiting and promotion efforts and worked closely with the Commission on Asian Affairs to address these concerns

Concern about police abuse and misuse of deadly force challenges CRS' resources. The recent shooting death of Blacks by police in **Seattle, Washington, and Portland, Oregon,** resulted in community racial tension. Concerns about racial insensitivity in the police departments prompted CRS to hold training sessions and expand CRS involvement in promoting Community-Oriented Policing practices and philosophy. The existence of Aryan Nations-affiliated hate groups in the Northwest Region and their holding of conferences, meetings, rallies and marches kept racial tension on edge and resulted in counter protests by groups traveling from out-of-state to the Idaho compound of the Aryan Nations.

CRS OFFICES

Regional Offices

Region I (New England)
(ME, VT, NH, MA, CT, RI)
99 Summer Street, Suite 1820
Boston, MA 02110
617/424-5715
617/424-5727 (FAX)

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

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

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

Region V (Mid-West)
(IL, IN, MI, MN, OH, WI)
55 West Monroe Street, Suite 420
Chicago, IL 60603
312/353-4391
312/353-4390 (FAX)

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

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

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

Region IX (Western)
(AZ, CA, GU, HI, NV)
120 Howard Street, Suite 790
San Francisco, CA 94105
415/744-6565
415/744-6590 (FAX)

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

Field Offices

Community Relations Service
51 SW First Ave, Suite 424
Miami, FL 33130
305/536-5206
305/536-7363 (FAX)

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

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

Community Relations Service
888 South Figueroa Street, Suite 1880
Los Angeles, CA 90017
213/894-2941
213/894-2880 (FAX)

CRS Internet Address
www.usdoj.gov/crs-