Building Stronger, Safer Communities

A guide for law enforcement and community partners to prevent and respond to hate crimes

by Kelly Whalen, Nazmia Alqadi, and Libby McInerny

Partners in stopping hate

NOT IN OUR TOWN
STOP HATE. TOGETHER.

COPS
Community Oriented Policing Services
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145 N Street, NE
Washington, DC 20530

To obtain details on COPS Office programs,
call the COPS Office Response Center at 800-421-6770.

Visit COPS Online at www.cops.usdoj.gov.

The Working Group/ Not In Our Town
P.O. Box 70232
Oakland, CA 94612

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Not In Our Town: A community response to hate

Hate crimes not only destroy lives and devastate families but also traumatize the communities in which they occur. When law enforcement and community partners work together to respond to hate crimes and intolerant acts that may lead to crime, they can reassure victims, avoid increased tension, and help avert more attacks and violence in the community. Hate crimes "can damage the fabric of our society and fragment communities"[1] especially when inadequately addressed.

The Hate Crimes Statistics Act defines hate crimes as those that "manifest evidence of prejudice based on race, gender and gender identity, religion, disability, sexual orientation, or ethnicity."[2] Those who commit hateful acts and are motivated by a particular bias or ideology seek to terrorize not just an individual but also a victim's entire community. Without a swift and clear response, such acts can spiral into increased tension, hostility, and violence.

The discussion of legislation is outside the purpose of this publication; however, some federal legislation that governs hate crimes includes the following:

- The Hate Crime Statistics Act* required the attorney general to collect data on hate crimes per the definition above; this led to the assignment of the FBI to implement, collect, and manage this data. Passed in 1990, the act was further amended in 1994, 1996, and 2009.
- The Church Arson Prevention Act of 1996** reauthorized the Hate Crimes Statistics Act and provided the tools for investigating and prosecuting anyone who burns, desecrates, or damages religious property.
- The Matthew Shepard and James Byrd, Jr. Hate Crime Prevention Act of 2009 extended the collection of data to crimes motivated by gender and gender identity as well as crimes involving juveniles.

To see a map of state hate crime statutes, visit http://archive.adl.org/learn/hate_crimes_laws/map_frameset.html.

* Hate Crime Statistics Act, 28 U.S.C. § 534 (2009), www.gpo.gov/fdsys/pkg/USCODE-2006-title28/html/USCODE-2006-title28-partII-chap33.htm.

** Church Arson Prevention Act of 1996, 18 U.S.C. §247 (1996) www.gpo.gov/fdsys/pkg/USCODE-1996-title18/html/USCODE-1996-title18-partI-chap13.htm.

Not In Our Town (NIOT) is a national campaign that guides, supports, and inspires individuals and communities to work together to stop hate and build safe, inclusive environments for all. A project of the Oakland-based non-profit organization The Working Group, NIOT combines media programming and online resources and engagement with on-the-ground action to spark conversations and action in hundreds of communities and schools nationwide.

NIOT launched in 1995 with the PBS broadcast of the original film *Not In Our Town: Billings, Montana,*[3] which tells the story of the citizens of Billings who came together to resist hate and bigotry in their town. Through an unprecedented national outreach campaign, communities around the country began to use the Billings film and story as a model for joint local action. The campaign demonstrated how to use video storytelling to promote civic participation and initiate positive community partnerships for hate crime prevention, and it established a network of community groups using NIOT resources to respond to local challenges.

1 Anti-Defamation League, *Statement by Anti-Defamation League Senate Judiciary Subcommittee on Constitution, Civil Rights, and Human Rights on Hate Crimes and the Threat of Domestic Extremism, September 19, 2012* (Anti-Defamation League, 2012), http://www.adl.org/assets/pdf/combating-hate/Senate-Judiciary-Subcommittee-HCPA-statement.pdf.

2 Hate Crime Statistics Act, 28 U.S.C. § 534 (b) (1) (2009), http://www.gpo.gov/fdsys/pkg/USCODE-2006-title28/html/USCODE-2006-title28-partII-chap33.htm.

3 *Not In Our Town: Billings, Montana*, http://www.niot.org/niot-video/not-our-town-billings-montana-0.

Today, Not In Our Town (www.niot.org) is one of the country's principal resources for community leaders and residents seeking to prevent and respond to hate crimes. NIOT programs and stories seek to

- recognize and expose the harm of hate, bullying, and intolerance;
- highlight positive solutions;
- promote cross-constituency action;
- change hearts and minds through individual behavior and institutional action;
- connect people so they can learn from each other.

These stories of communities that have successfully responded to the crisis of hate crime, or have taken measures to prevent acts of intolerance, provide models for action with real tools to fight hate; promote inter-racial and inter-faith communication; and create safe and inclusive environments in communities, colleges, and schools.

Not In Our School, the education initiative of The Working Group, grew from the lessons from Not In Our Town and a conviction that young people, when given the right tools, support, and inspiration, are the solution to bullying and intolerance. Not In Our School offers solution-based strategies, films, online resources, and tools to students, teachers, and parents who are working to create safe, inclusive, and accepting environments for learning and growing. As the Not In Our Town movement spread across the United States, educators began their own Not In Our School initiatives as part of communitywide efforts. The Not In Our School initiative is also building a national network of schools that are saying, "Not In Our School!" to bullying and intolerance.

Critical law enforcement leadership in Billings, Montana

A strong partnership between the community and law enforcement was crucial for Billings, Montana, when the town was confronted with growing white supremacist activity in the early 1990s. Rather than resigning themselves to the growing climate of hate and intimidation, community members banded together to support victims of hate and publicly responded to every incident by declaring "Not In Our Town." Their actions inspired a PBS documentary and sparked a national grassroots movement against hate that continues to grow today.

In Billings, local law enforcement played a leading role in the community's response. After a hate group vandalized a Native American family's home, desecrated a Jewish cemetery, and threw a brick through the window of a six-year-old boy's room because he displayed a Menorah for Hanukkah, local police responded quickly, investigating each incident as a hate crime and providing security to victims. But the local police chief, Wayne Inman, went a step further, working with community leaders to create an atmosphere where hate would not be tolerated.

Working as a police officer a few years earlier in Portland, Oregon, Inman learned that ignoring hate groups could have fatal consequences. Inman discovered this painfully when a group of skinheads beat an Ethiopian student to death. Inman wanted to make sure that he did everything he could to avoid the same trauma in Billings. "From that experience, I knew a community can respond and doesn't have to wait until there's a serious act like a death before everybody says, 'Not In Our Town,'" says Inman, who urged Billings citizens to respond before the violence escalated any further.

Religious leaders from every denomination sponsored marches and candlelight vigils. The local labor council passed an anti-hate resolution, and the members of the local Painters Union pitched in to paint over the racist graffiti on the Native American family's home. Then the city's newspaper printed full-page Menorahs to support the Jewish family who was targeted, and community members displayed them in the windows of nearly 10,000 homes and businesses.

As the Billings story gained national attention, people across the country were inspired to find their own ways to deal with intolerance in their communities and to express their values of acceptance and inclusion publicly. "I saw how [Billings] just opened up their arms, saying we will not tolerate this," says Barb Adkins, deputy city manager of Bloomington, Illinois. "I've seen that [spirit] in Bloomington. We had always been doing that; we just didn't have a name, and now 'Not In Our Town' is our name."

"If a police chief doesn't take a visible and active role, then there is an assumption that everything is alright. And these hate groups have learned through experience that if a community doesn't respond, then the community accepts. Silence is acceptance to them."

Photo credit: Jackson Hill Photography

Communities coming together

Not every community that has adopted the Not In Our Town approach has had the immediate support of or partnership with law enforcement. In rural Northern California, a group of residents known as the Shasta County Citizens Against Racism (SCCAR) initially saw their function as a watchdog in the community. When a hate crime occurred, they worked "to keep law enforcement on task and [get] them to comply with [California hate crime legislation]," says longtime SCCAR member Tom O'Mara.

For example, when a man carrying a wooden plank walked through a predominantly Southeast Asian neighborhood within the county, breaking windshields and yelling "You're not welcome here" and other racial epithets, the local police department did not investigate or refer the case to the district attorney's office as a hate crime. SCARR members met with department officials reminding them of California's penal code and their expectation that the incident be treated as a hate crime.

"Over time, we started to develop some credibility as an organization with experience dealing with hate crimes. So when there was a rumor or an incident, law enforcement started looking to SCCAR as a resource," says O'Mara. "While our relationships may have started out in an adversarial way, we started to work together with law enforcement more productively. And my experience has been that law enforcement would much rather prevent situations than deal with consequences down the road, and they are interested in information and relationships."

Even when attacks may not meet the legal definition of a hate crime, many groups have discovered the importance of taking action and keeping law enforcement informed of possible threats. When members of the National Socialist Movement, the largest neo-Nazi group in the country, distributed hundreds of fliers with anti-immigrant rhetoric around Fort Collins, Colorado, local community members of the Not In Our Town Alliance notified the police. Even though the hateful speech didn't constitute criminal activity, they wanted authorities to be aware of it in case more serious incidents occurred.

When anti-gay extremist Fred Phelps and his hate group began planning protests in Newark, California, in the aftermath of a horrific hate crime murder of a transgender teen, concerned community members planned a peaceful counter-protest. After alerting the local police of their plans, members of the local chapter of Parents, Families and Friends of Lesbians and Gays (PFLAG) and classmates of the murdered teen dressed as angels to block Phelps' followers and their hateful signs from view. Several Newark Police Department officers were assigned to monitor the protests and ensure the two groups didn't clash violently.

"My feeling was we had already suffered enough, and I just didn't think that Fred Phelps ought to come here and exploit a death," says Captain Lance Morrison of the Newark Police Department. "I didn't want to be associated with Phelps in any way or for community members to view me as standing between them and him and his followers. Some of us were deeply disturbed by [the protests]. But as an officer, that's the nature of our job, to protect the peace."

© Frederic Brenner, courtesy of the Howard Greenberg Gallery, New York

▲

This critically acclaimed PBS special that sparked a national movement against hate and intolerance tells the uplifting story of how the residents of Billings, Montana, joined together when their neighbors were threatened by white supremacists. Townspeople of all races and religions swiftly moved into action. Religious and community leaders, labor union volunteers, law enforcement, the local newspapers, and concerned individuals stood united and spoke loudly for a hate-free community, proclaiming in no uncertain terms “Not In Our Town!”

Incorporating community policing into the NIOT movement

With close to 2.5 police per 1,000 residents, law enforcement needs to work smarter to ensure that each and every community is safe from crime, disorder, discrimination, and the fear of crime. Community policing when approached properly can provide the necessary tools for law enforcement. The U.S. Department of Justice's Office of Community Oriented Policing Services (COPS Office) defines community policing as a philosophy that promotes organizational strategies that support the systematic use of partnerships and problem-solving techniques to proactively address the immediate conditions that give rise to public safety issues such as crime, social disorder, and fear of crime.[4] This definition has become the nationally accepted definition for community policing.

The community policing philosophy enables communities and law enforcement to work together to prevent and respond to hate crimes. A law enforcement agency that truly engages in building a partnership with the community is more likely to be aware of potential hate-related problems before they result in a serious crime. The building blocks of community policing reinforce that the entire community, including law enforcement, is responsible for public safety and crime prevention.

Furthermore, victims of hate crimes are often members of minority groups with traditionally low levels of trust for the police. Community policing focuses on rebuilding strong mutual trust between the police department and the community it serves. A law enforcement agency that has engaged in true community policing is much better positioned to have a successful investigation and prosecution, should a hate crime occur in its jurisdiction.

At times, individuals use community policing as a catch phrase that makes the community feel better about law enforcement and public safety. However, to understand community policing beyond the buzz phrase, it is important to understand each element: partnerships, problem solving, and organizational transformation. By weaving the three key elements of community policing into the day-to-day practices of an agency, the community benefits from a proactive approach that focuses on crime, disorder, and the fear of crime.

Partnerships

The first element of community policing, collaborative partnerships, can be formed between law enforcement and the individuals and organizations that represent the community. These groups include other government agencies, community members/groups, nonprofits/service providers, private businesses, and media.

By partnering with prosecutors, law enforcement agencies ensure that all parties are working together to protect victims of hate crimes and prosecute the offenders. Working with neighboring law enforcement agencies offers an opportunity to share resources, knowledge, and, when possible, intelligence on cases.

To law enforcement, the community is an invaluable resource for understanding the underlying issues within the community; by learning the community's composition—residents, visitors, tourists, students, and commuters—law enforcement agencies can ensure needs are met. Engagement in town hall meetings, neighborhood association meetings, university forums, and business improvement district meetings will improve relationships and provide essential knowledge about the community. Partnering with religious and cultural groups will allow agencies to establish trust, respect, and a deeper understanding for all involved.

4 COPS Office, *Community Policing Defined* (Washington, DC: U.S. Department of Justice, Office of Community Oriented Policing Services, 2012), http://ric-zai-inc.com/ric.php?page=detail&id=COPS-P157.

Advocacy and community-based organizations have common interests and resources beneficial to law enforcement and typically understand the community pulse. While the media can provide a mechanism of communication and inform many people in a short time frame, it also has the power to elicit a response from the community. As such, the media has the power to help or hurt a case, so having an established, strong relationship between the media and a law enforcement agency before an incident or crime occurs is important.

These suggested partnerships should not be considered the only types available. As every community is unique, the partnerships and collaborations should reflect that uniqueness.

Problem solving

The second element, problem solving, underscores the importance of proactively addressing the underlying conditions that lead to public safety problems. Law enforcement uniformly recognizes SARA (scanning, analysis, response, and assessment) as a major problem-solving model that can be applied to hate crimes.

In the scanning phase of the model, the agency identifies and prioritizes the problems in the neighborhood or community and then determines their nature, scope, and seriousness. Scanning ensures that the baseline measures and appropriate stakeholders are identified (see "Identify all stakeholders" on page 15).

▲ **The Crime Triangle.** John E. Eck, "Police Problems: The Complexity of Problem Theory, Research and Evaluation," in Problem-Oriented Policing: From Innovation to Mainstream, vol. 15 of Crime Prevention Studies, ed. Johannes Knutsson (Monsey, NY: Criminal Justice Press, 2003), 79-114.

An agency can begin scanning for problems by starting conversations within the agency and community, especially in neighborhoods that may be at high risk for hate crimes. The agency can use assemblies, such as town hall, city council, and neighborhood watch meetings as well as cultural and religious gatherings, to identify the problems citizens are facing. Calls for service, police reports, citizen complaints, and community surveys are also good tools to use to determine if hate crimes are a significant community and public safety concern.

When using the analysis phase of the SARA model, agencies should keep in mind that the nature of hate crime problems can vary considerably across and even within agencies, depending on the type of group targeted. Law enforcement must have a full picture of the specific types of hate crimes it is attempting to address. For example, the nature of racially motivated hate crimes may differ considerably from hate crimes centered on sexual orientation.

To help agencies develop such understandings, the analysis phase calls for agencies to engage in in-depth research. For instance, agencies should examine the effectiveness of their current responses, correlations (e.g., between the crimes, responses, and other factors), and the effects of the crime triangle (i.e., victim, offender, and crime location). For example, in the past, agencies that interviewed hate crime victims and offenders probably did so from the sole perspective of how to best prosecute the offender. However, to prevent these crimes from occurring again, agencies need to conduct these interviews from a broader perspective and examine the nature, origins, and any facilitating aspects of the offenses. Agencies should also examine if the location (e.g., racially intolerant or unsupervised locations) increases the likelihood of individuals committing these crimes.

Analyzing qualitative and quantitative research from crime statistics, police reports, watch groups, and other community organizations will provide the necessary basis for the third phase, response. Specific types of data that agencies should examine during the second phase include hate crime statistics such as the types of offenses, the location, the time of day, and victim/offender characteristics; general demographics; poverty; calls for service; clearance rates; and prosecution rates. In this phase, agencies should also look for promising practices from other communities and agencies that have dealt with similar types of hate crimes. While researching the problem, agencies should work on assembling a list of stakeholders (see "Identify all stakeholders" on page 15) that can provide guidance, help with the response, and represent the voice of the community.

The response phase involves finding, developing, and implementing a strategy that, while variable, needs to be logical and tailored specifically for the community and its problem. A number of potential responses to hate crimes go well beyond just arresting offenders (see "What the community and law enforcement can do" on page 15). Agencies need to think broadly and in an uninhibited fashion in terms of their responses. They should also seek support from their stakeholders to ensure that their responses are comprehensive. For example, an agency may respond to hate crimes by collaborating with the minority community and schools; this response can involve the participation of organizations representing the group, the local school district, teachers, and parent associations. For hate crimes in particular, agencies should work with the media to publicize their efforts to address hate crimes because such messaging will show the community that the agency has no tolerance for these crimes.

Finally, through the assessment phase, an evaluation will help agencies determine the effectiveness of the response. The evaluation can not only validate the current response but also influence future responses that may arise in the community. In terms of hate crimes, common measures of the effectiveness include the number of hate groups, number of hate crimes, decrease in fear of becoming a hate crime victim, and the severity of the hate crimes.

Using the SARA problem-solving model will generate numerous possible organizational changes for the agency. For example, it may prompt agencies to initiate data collection for hate crimes in a different way. An agency may need to gather different data than previously collected: e.g., conducting more in-depth interviews of offender and perpetrators. The agency could also develop a separate incident report or checklist to report hate crimes and bias-motivated incidents. Ultimately, an agency can track hate crimes and better assess the progress of new initiatives through redefined and structured measures.

Organizational transformation

The third element of community policing, organizational transformation, involves a systematic and agency-wide alignment with community policing. This shift involves agency management, organizational structure, personnel, and information systems. True organizational transformation permeates the climate, culture, leadership, labor relations, decision making, strategic planning, polices, and organizational evaluations within the agency. These changes will support a proactive philosophy by providing transparency, accountability, commitment, tolerance, and coordination within the agency's mission and its people.

By prioritizing hate crimes, a law enforcement agency sends a strong message to the community that discrimination and hate have no place in the community. Command staff should encourage officers to report hate crimes and properly identify the crimes. If command staff approach hate crimes with seriousness and utmost professionalism, the rest of the agency will follow the example set forth.

Photo credit: Shutterstock, Eric Broder Van Dyke

Recruitment, hiring, selection, and retention of personnel; personnel supervision/evaluations; and training need to follow the spirit of community policing. Pursuing service-oriented officers and appealing for the community's input will facilitate the community policing mission. Recruiting culturally diverse officers will provide different perspectives and connections to the community, and a law enforcement agency should reflect the community it serves.

Broadening transparency and accountability in supervision and performance evaluations will establish trust and respect within the agency and throughout the chain of command. All-level training is crucial and should be prioritized. All personnel should be trained on identifying and investigating hate crimes, on state and federal statutes, and on the resources available in the community. With budget constraints, creative strategies should be employed to ensure everyone, from the line officer to the executives, is trained appropriately. Finally, agencies need technology and information to provide necessary information, communication, and data for all problem-solving efforts. For example, crime mapping with hate crime data or open source data can provide the information needed for targeted and preventive efforts. Properly used data systems will capture robust information and provide a better measure for preventing, tracking, and investigating hate crimes.[5]

5 For more information about the three tenets of community policing, see COPS Office, *Community Policing Defined* (Washington, DC: U.S. Department of Justice, Office of Community Oriented Policing Services, 2012), http://ric-zai-inc.com/ric.php?page=detail&id=COPS-P157.

Tragedy reveals pattern of anti-immigrant violence

Photo Credit: Jackson Hill Photography

In 2008, when a group of teenagers attacked Marcelo Lucero, an Ecuadorean immigrant living in Patchogue, Suffolk County, New York, and one stabbed him to death, the case put a national spotlight on violence against Latinos in Long Island. Shortly after the killing, others came forward with their stories of being assaulted or witnessing violence. "The report [indicated] there was only one hate crime in Suffolk County in 2007," says Reverend Dwight Wolter, who in the aftermath of the crime invited immigrants to the Congregational Church of Patchogue. "When I opened the doors to have people come and tell stories, we interviewed 32 people, and we had at least another 20 to 30 that could not get interviewed that night. It was a massive outpouring."

In its investigation of Lucero's death, the local district attorney's office concluded not only that there had been other victims before Lucero but that the same group of young people arrested in the attack regularly went out looking for Latinos to beat up. "It became readily apparent that this was not an isolated incident," says Thomas J. Spota, district attorney, Suffolk County Office.

Many questioned how the local police could have missed the pattern of violence. Among the many hard lessons that Suffolk County Police drew from the tragic death of Marcelo Lucero was the importance of cultivating and maintaining better relationships with immigrant communities, including providing representatives who speak their native language.

Within weeks of the murder, Suffolk County Police assigned to Patchogue two bilingual officers, one of whom was Detective Lola Quesada. "The people here felt they couldn't call 911," she says. "And I was concerned about that, not only as a Hispanic but also as, you know, a citizen of this country and also as a patrol officer."

Many of the people whom Quesada encountered were worried that their immigration status would make them too vulnerable to report attacks. But through community policing efforts and additional training of new recruits, Quesada believes the department is gradually changing that perception and starting to repair their broken, fragile relationship with area immigrants.

"Before, we didn't have this support [from the police,]" says Angel Zhichay, a Spanish-speaking business owner in Patchogue. "But now it's different—they are serving the community now."

Q&A with Detective Lola Quesada

One of two bilingual officers assigned to the Suffolk County (New York) Police Department, Detective Lola Quesada shares her experience of working with the community:

Q: Would you describe your work as the Hispanic community liaison for the Suffolk County Police Department in the aftermath of the killing of Marcelo Lucero and what new immigrants shared with you?

Right after my appointment to this position, I began to ask questions and listen to the community. That was my quest. I really needed to speak to the people and find out how they felt about us. What is the gap they feel between them and us?

The problem was people did not want to call 911. Being an immigrant myself and traveling back home many times, I understand policing in other countries can be very different than policing here in the United States. The police department back home might be corrupt, or there's a lot of abuse of authority. So naturally they are fearful of us as an institution here.

Undocumented people in Suffolk County were also fearful because they were sure we were related to the U.S. Immigration and Customs Enforcement (ICE) agency and that we were going to deport them, even though our policies and procedures are that we do not ask for immigration status if you are a victim or witness of a crime, if you dial 911, or if you come to the precinct to report a crime.

So the trust issue was huge. We needed to get that confidence within the community first.

Q: How have you worked at developing immigrants' trust and confidence in the police?

It was something that needed to be addressed face to face, by going to community events, into their homes and churches, to the corner store or deli. I needed to change their perception of us and develop relationships on a personal level.

I'd tell people, "You don't have to believe me right now, but I'm going to be here as often as I can to answer your questions. Here's my phone number. This is my e-mail. Call me if you need me. If there's a problem, let me know."

And it was not just policing, or responding to criminal acts, but addressing other interests of the community too and being able to tell them about how other services work and how we can help them. For instance, when someone was struggling with their teenager misbehaving, I was able to help connect them with local resources, from parenting classes to a counselor whom they could talk to regarding those issues.

If people see that you're consistent, fair-minded, and available, the result is having them share deeper concerns. It took me a while—it wasn't instantaneous. It's important to point out that police need to be constant in this effort.

I think we've come a long way from people not calling 911 to people actually understanding that, "Oh, you know, the police do want to help and they do help us." But I also have to be very cautious in that statement because this is a commitment that we need to work at everyday—not just when an incident happens.

Q: Would you describe your efforts to educate new officers in keeping better relations with immigrants in Suffolk County?

New recruits already get cultural sensitivity training, as they have in the past, but I added what I call street survival Spanish for police officers. One of the biggest problems I identified early on in Patchogue from the people I spoke with was that when an officer stopped them on what is called "a vehicle in traffic law infraction" and asked them for their identification, they thought the officer was asking for their immigration papers.

So, that's how I begin the training in the academy for officers to understand that we need to be very careful about how we ask for identification, because the assumption at the other end is that we're asking for immigration status. And the only way to avoid that is to be able to have basic Spanish knowledge, so teaching them phrases and words like ***su nombre*** *(your name,)* ***teléfono*** *(telephone,)* ***la dirección*** *(address,) and* ***licencia*** *(driver's license). Now you've begun to speak to someone in their language, you become more accessible to them, and at the same time the officer is able to get the compliance he or she needs.*

We worked with the Lucero America Foundation [established after the death of Marcelo Lucero] and brought volunteers into the academy to be actors in role play scenarios. I told them not to speak English and asked them to give us their input on how the recruits were doing. They also spoke about the fears some community members have. I think the recruits got a lot out of it.

Q: What advice do you have for law enforcement in other communities that wants to strengthen its relationships with immigration communities?

I tell this to new recruits who have taken an oath to protect and serve, "You have to protect and serve everybody equally—not just people we feel comfortable with." It's very important to get out of your car, walk the streets and introduce yourself to people. If you're new, give them your card, tell them you're the new officer in the area, and if they have any questions to feel free to call you. It's about relationship building.

So it is imperative to have open communication with the community, and sometimes it has to be done in their own language, if it's possible. Or you get an interpreter. Because if you can't talk to them, how do we know what's going on?

I think that if you want to be effective, you have to listen to everybody and understand that there are going to be complaints from the community. That's realistically a part of the job. I've gone to community groups and have been told they hated police officers. And I begin the relationship with "Okay. Tell me why. Tell me what happened. Tell me how I can help you. How can we prevent this from occurring again?"

We don't learn from being patted on the back every day. We learn from people saying, "What is happening is not right. A change is needed." And as a police agency we must listen to those complaints and try to resolve them.

Some things we can't change, but other things we can at least recognize and see how we as a community can work on making these changes. Together, with commitment and a desire to work together for the better good, we can bring about positive and workable community relationships.

Detective Lola Quesada was an officer at the time of the events mentioned in this section; however, she has been promoted to Detective in the Hate Crimes Unit.

The hate crimes reporting gap

Hate crimes build walls between communities and hinder the work of law enforcement and prosecutors in investigating, prosecuting, and preventing crime. Recognition and reporting of hate crimes and incidents is critical to raising awareness of the problem, acknowledging to victims the pain bias actions cause, and helping police and prosecutors better understand where and how such incidents occur.

How hate crimes are reported

Two of the main sources for national hate crime data are conducted by the U.S. Department of Justices' Bureau of Justice Statistics (BJS) and the Federal Bureau of Investigation (FBI). These two data sources both collect data on hate crimes but have different approaches.

The BJS National Crime Victimization Survey[6] (NCVS) is collected from a nationally representative sample of households that are interviewed twice a year about criminal victimization. The instrument collects data on frequency, characteristics and consequences of rape, sexual assault, assault, theft, motor vehicle theft, and household burglary. This information is based on nonfatal crimes and does not matter whether they were reported to the police.

The FBI Uniform Crime Reporting[7] (UCR) *Hate Crime Statistics* are reported by law enforcement directly to the FBI. This data provides the number of incidents, victims, and offenders in hate and bias-related crimes whether the crime is fully or partially motivated by the bias.

The reporting gap

Unfortunately, there's a significant gap between the number of hate attacks that occur, those reported to the police, and the official number that the police report to the FBI. According to BJS, 259,700 hate crimes occurred annually between 2007 and 2011, and 92 percent of these attacks were violent.[8] However, two thirds of these crimes went unreported to the police.[9]

A dramatic chasm also exists between victim perception and official reporting, as the statistics from one year reveal. According to a 2011 BJS study,[10] an estimated 148,000 people stated they have been victims of hate crimes in 2009, yet local law enforcement reported only 8,336 hate crimes to the FBI. The report, which compared UCR data with NCVS data, estimated that there were about 195,000 hate victimizations per year between 2003 and 2009, upwards of 20 times the number captured in UCR figures. The report indicates that police were notified of less than half of the victimizations.

In 2011, 1,944 agencies (13 percent) participating in the FBI Hate Crime Statistics Program submitted 6,222 incidents of hate crimes directed at 7,713 victims.[11] That same year, approximately 14,954 agencies (87 percent) reported no hate crimes.[12] The primary differences between the UCR and NCVS programs relate to victim reporting to the police and how police process and classify incidents as hate or bias-motivated."[13]

Approximately 87 percent of agencies reported no hate crimes in 2011.

6 "Data Collection: National Crime Victimization Survey (NCVS)," Bureau of Justice Statistics, http://bjs.gov/index.cfm?ty=dcdetail&iid=245.

7 "Uniform Crime Reports," Federal Bureau of Investigation, www.fbi.gov/about-us/cjis/ucr.

8 Nathan Sandholtz, Lynn Langston, and Michael Planty, *Hate Crime Victimization, 2003–2011* (U.S. Department of Justice, Office of Justice Programs, Bureau of Justice Statistics, 2013), http://bjs.gov/content/pub/pdf/hcv0311.pdf.

9 Ibid.

10 Lynn Langton and Michael Planty, *Hate Crime, 2003–2009* (U.S. Department of Justice, Office of Justice Programs, Bureau of Justice Statistics, 2011), http://bjs.gov/content/pub/pdf/hc0309.pdf.

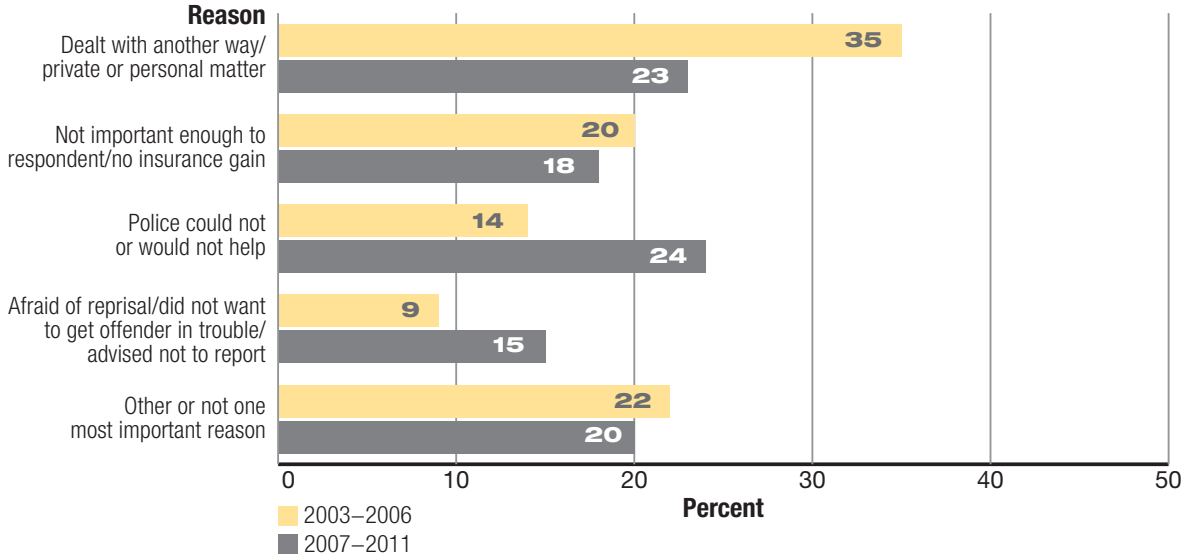
11 Nathan Sandholtz, Lynn Langston, and Michael Planty, *Hate Crime Victimization, 2003–2011* (U.S. Department of Justice, Office of Justice Programs, Bureau of Justice Statistics, 2013),

12 Ibid.

13 Lynn Langton and Michael Planty, *Hate Crime, 2003–2009* (U.S. Department of Justice, Office of Justice Programs, Bureau of Justice Statistics, 2011), http://bjs.gov/content/pub/pdf/hc0309.pdf.

Furthermore, this gap is increasing with time. Based on a 2013 BJS report, 36 percent of violent hate crimes were reported to police from 2007–11, which is 10 percent less than those reported from 2003–06.[14] Of the 36 percent hate crimes reported, 4 percent led to an arrest, which is 6 percent less than the number of arrests from 2003–06.[15] Among the 64 percent of 2007–11 non-reporting victims, 24 percent stated they did not do so because they did not believe police could or would help them. This is up from 14 percent in 2003–06. Despite the decrease in reporting, violent hate crime victimizations increased in 2007–11 from 2003–06, although the percentage of all violent non-hate crimes declined.[16]

Figure 1. Most important reason why violent hate crime victimization was not reported to police, 2003–2006 and 2007–2011



Note: *Hate crime includes incidents confirmed by police as bias-motivated and incidents perceived by victims to be bias-motivated because the offender used hate language or left behind hate symbols. Based on violent hate crime victimizations not reported to police.*

Source: Bureau of Justice Statistics, National Crime Victimization Survey, 2003–2011

14 Nathan Sandholtz, Lynn Langston, and Michael Planty, *Hate Crime Victimization, 2003–2011,* (U.S. Department of Justice, Office of Justice Programs, Bureau of Justice Statistics, 2013), http://bjs.gov/content/pub/pdf/hcv0311.pdf.

15 Ibid.

16 Ibid.

What the community and law enforcement can do

A hate crime is reported nearly every hour in this country,[17] but nearly 25 times more are estimated to occur. Many communities have developed creative ways to support victims, improve reporting of incidents, and work more effectively with law enforcement.

Identify all stakeholders

One tenet of community policing is creating and fostering partnerships within the community. The responsibility of crime, public safety, and disorder go beyond law enforcement; every stakeholder in the community needs to be involved in the solution. Including diverse stakeholders whose communities may be targets of hate is important. Possible stakeholders to reach out to include:

- *Law enforcement* – the local police department, sheriff's office, or campus or school resources officers
- *Civic leaders* – the local mayor, city manager, city council members, or other city officials
- *Justice* – courts, pre-trial services, probation, or corrections
- *Federal agencies* – law enforcement, prosecutors, analysts, victim advocates, or other federal representatives
- *Schools and universities* – school administrators, counselors, teachers, campus clubs, or school nurses
- *Victim advocates* – nonprofits or social services
- *Community organizations/institutions* – the public library, unity coalition, human relations commission, social justice organization, neighborhood crime prevention association, or groups working to eliminate discrimination
- *Faith-based organizations* – religious institutions or interfaith groups
- *Industry or business associations* – individual businesses, the Chamber of Commerce, professional associations, or labor unions
- *Media* – the local newspaper, alternative weekly news, radio shows, television news or public affairs programs, or popular community blogs

Create a partnership with law enforcement

Whether you are just beginning a community partnership or already working together with various stakeholders, to have law enforcement at the table is critical. The following are some useful ways to begin a partnership:

- *Do your homework* – Research your local agency and learn about the police chief/sheriff/law enforcement executive. Understand how involved your local agency is with community policing and find out if there is a liaison officer or deputy who might serve as your point of contact.
- *Reach out* – To have the support of the law enforcement executive is essential, so you should always reach out to the chief of police or sheriff as well as any other key personnel you would like to bring on board.
- *Network* – There is nothing wrong with reaching out to other stakeholders and inquiring about whom they would recommend or bring into the partnership.
- *Be specific and positive* – Once a meeting with your local chief of police or sheriff is set up, come prepared with specific, productive suggestions and steps to ensure a good working partnership. Focus on solutions instead of just problems.

For more information on partnerships, refer to the lists of resources beginning on page 21.

17 "Executive Summary—Confronting the New Faces of Hate: Hate Crimes in America 2009," The Leadership Conference on Civil and Human Rights/The Leadership Conference Education Fund, 2013, www.civilrights.org/publications/hatecrimes/executive-summary.html.

Understand your problem

Before a community can begin to address the problem of hate and bias-motivated crimes, all stakeholders need to understand the local problem. The best assessment method is the SARA model: scanning, analysis, response, and assessment. More specifically, the model focuses on scanning for the problems, analyzing the facts, creating a response to reduce the problems, and assessing the outcome of the response.[18] The SARA model, although primarily used by law enforcement, is a problem-solving model that can be applied to any situation by any group or coalition (see "Incorporating community policing into the NIOT movement" on page 7).

By understanding the problem, the community and all relevant stakeholders have direction in how to address the unique issues facing the community.

Identify a group to interface with law enforcement for victims

In some communities, victims of hate and other vulnerable individuals who have either been mistrustful or fearful of law enforcement have turned to community groups or faith-based organizations for support first. Many of those organizations have then served as an interface when authorities may get involved.

For example, in the aftermath of the hate-crime killing of Ecuadorian immigrant Marcelo Lucero in Patchogue, NY, religious leaders of various faith backgrounds came forward to offer their support. "It's important just to call upon your flock to actually, physically be with the people who are being terrorized however that's to happen. Whether it's to go visit their worship services or invite them into your synagogue," says Rev. Thomas W. Goodhue, executive director of Long Island Council of Churches.

A local rabbi opened his synagogue for community meetings, while one pastor held a teach-in on immigration issues. Another pastor invited people who had also been attacked to come to his church and share their stories with investigators from the district attorney's office.

Similarly, in Fort Collins, Colorado, members of the local Not In Our Town Alliance (NIOTA) set up a hotline for residents of the greater Northern Colorado region to report hateful incidents. When they receive a call, the group deploys a volunteer response team to meet with and support victims. Over time, the group has established relationships with several of the region's law enforcement agencies, and members of NIOTA sometimes act as a liaison for victims to local authorities.

"If NIOTA gets involved, law enforcement has gotten the message; 'These people are not going away,'" says Lester Washington, the group's response team leader. Several incidents that NIOTA helped report to authorities weren't investigated as hate crimes even though the group believed they should have been. But Washington still stresses the importance of finding allies in law enforcement: "There are people who are in their positions of power for this very reason—because they have seen some injustice in the past and don't want to see that happen to anyone. You have to find those people and get them on board."

Prioritize hate crimes

By making hate crimes a priority for the organization, the police department sends the message that discrimination and harassment will not be tolerated. This also ensures resources are devoted to the prevention and intervention of these crimes. Organizational change requires commitment because this goes beyond a letter from the police chief. This effort requires changes in the agency management, organizational structure, personnel, and information systems. The entire agency should understand the importance of responding

18 For more information about the SARA model, see Ronald V. Clarke and John E. Eck, *Crime Analysis for Problem Solvers in 60 Small Steps* (Washington, DC: U.S. Department of Justice, Office of Community Oriented Policing Services, 2003), http://ric-zai-inc.com/ric.php?page=detail&id=COPS-P080.

to hate crimes. Law enforcement needs to "advance police-community relations by demonstrating a commitment to be both tough on hate crime perpetrators and sensitive to the special needs of hate crime victims."[19]

Invest in training for officers

In addition to the training that national and state governments mandate, many law enforcement agencies provide new recruits and existing officers with training on hate crimes and other related issues.

After the Prince William County (Virginia) Police Department was required to implement a county ordinance expanding officers' enforcement of immigration laws, the department required patrol and special investigation sergeants to receive fair and impartial training to help them examine the biases that inform their perceptions and decisions. The training was so well received that the department brought back expert criminologist Dr. Lori Fridell to train senior staff, and it has plans for the entire department to be trained.

New recruits in the Prince William County Criminal Justice Academy are also required to visit the United States Holocaust Memorial Museum in Washington, D.C. "I tell them that while I'm not suggesting that we might experience anything as extreme as the Holocaust, any time we allow police service to be at the shifts of wind of public feeling, we are potentially going to violate people's rights," says Captain Alfred Miller, director of the academy. "And I draw parallels to current affairs around immigration. People can get caught up in public opinion and emotion and think, 'There is a real problem with these undocumented people,' and we need to make sure it's not at the cost of police service."

Police departments and law enforcement agencies across the country have turned to the Anti-Defamation League (ADL), a leading organization committed to fighting anti-Semitism and all forms of bigotry, for hate crime education and training for its officers. Many departments have also used an ADL-created hate crime response card that investigating officers carry as a resource. Similar in concept to Miranda warning reminders, the information cards include the state's specific hate crime definition and cite factors to consider while investigating the scene of a crime, including the presence of signs or symbols indicating that the crime was motivated by hate.

The cards also provide helpful strategies to both minimize trauma to the victim and get the most accurate account of the crime. They remind law enforcement officials to interview the victim in private, away from public scrutiny, and reinforce the fact that hate crime victims may be reluctant to cooperate for fear of retaliation, cultural or language barriers, or fear of being ostracized.

One of the largest distributions of hate crime response cards took place in Massachusetts, where officers from almost 200 police departments from across the state received briefings on hate crimes when they received the cards. In 30 of these departments, ADL experts attended the roll call and spoke. To date, more than 80,000 cards have been distributed across the nation.

Create a special task force on hate crimes

A number of cities and regions have created special hate crime task forces with members from various law enforcement agencies and representatives of the community. Task forces work to better coordinate hate-crime law enforcement, provide assistance to the victims, and strengthen the partnership between law enforcement and the community. Participants of various task forces say they put a human face on law enforcement, encourage open communication between law enforcement and the community, and help both authorities and community members see trends in hate activity.

19 Anti-Defamation League, *Statement by Anti-Defamation League Senate Judiciary Subcommittee on Constitution, Civil Rights, and Human Rights on Hate Crimes and the Threat of Domestic Extremism, September 19, 2012* (Anti-Defamation League, 2012), www.adl.org/assets/pdf/combating-hate/Senate-Judiciary-Subcommittee-HCPA-statement.pdf.

After California's capitol faced a string of hate-motivated arson attempts and fire bombings, including attacks on a Jewish temple and the local offices of the National Association for the Advancement of Colored People and Japanese American Citizens League, concerned representatives from the state, local law enforcement agencies, victim services, and community organizations came together to create the Greater Sacramento Area Task Force on Hate sponsored by the U.S. Attorney's Office. In 1999, five years later, Sacramento was again under attack by white supremacists that firebombed three synagogues. Having lived through the trauma of the earlier attacks, the community decided to start a Not In Our Town campaign, and task force participants were among its leading organizers.

The task force continues to operate today, and its quarterly meetings "provide an opportunity for people to network with one another, so people know who to call if something happens," says Helene Tenette, victim witness program manager in the U.S. Attorney's Office in the Eastern District of California and administrator for the task force. Regular task force participants discuss with law enforcement and the community ongoing initiatives and issues relating to hate-crime reporting, investigation and prosecution, and cooperation. Meetings are open to anyone in the community and often include presentations by community leaders or representatives. "We are victim-focused, listen to what the community has to say, and are trying to maintain access to government for the public," says Tenette.

Host a screening of Not In Our Town or other films

A number of communities have used media, including the original Not In Our Town PBS special and other films, to spark conversations about local issues of hate and develop solutions.

For example, in the aftermath of a series of hate incidents in Prince William County, Virginia, concerned residents of different faiths and backgrounds came together, and the Unity in the Community group emerged. "We began our journey by showing 'Not In Our Town' to over 600 people followed by guided discussions and action plans that impact our work to this day," says Illana Naylor, a founding member of the group that has stayed active since 1995.

Invite law enforcement to your school

The majority of hate and bias motivated crimes are committed by persons 29 years old and younger, with approximately 17 percent under the age of 17.[20] This percentage may be underreported with other names for discrimination such as bullying. Youth are also often more vulnerable to violent attacks, bullying, and other forms of harassment. To combat this type of behavior, many teachers and school administrators have turned to law enforcement to educate their students and staffs on the nature of hate incidents and crimes and how to prevent them.

Detective Dave D'Amico's presentation to students of Watchung Hills Regional High School in New Jersey resonated so strongly with some students that they later created a Facebook group dedicated to tolerance and stopping hate. The students led a campaign encouraging classmates to post positive and inclusive statements on social networking websites after D'Amico had warned them of how hate groups use the Internet to recruit members and spread their messages of hate.

"We've found, when it comes to bias incidents and bias crimes, the only way to combat it is through education—through going out and educating young adults that this is learned behavior and that it can be unlearned. And that, unfortunately, if you don't heed to that warning, the consequences can be very severe," says Detective D'Amico, of the Bias Crimes

20 Lynn Langton and Michael Planty, *Hate Crime, 2003–2009* (U.S. Department of Justice, Office of Justice Programs, Bureau of Justice Statistics, 2011), http://bjs.gov/content/pub/pdf/hc0309.pdf.

and Community Relations Unit, Monmouth County (New Jersey) Prosecutor's Office. "So the message to students is don't be a bystander. Don't walk away and ignore a bias incident, bullying, or crime. Do something about it, [whether that's] saying 'Stop, don't do that' or telling someone who will and report it."

Furthermore, when several students of Patchogue-Medford High School, New York, were arrested for the fatal attack of Marcelo Lucero and admitted to targeting and attacking other immigrants, school administrators and teachers were blind-sided and couldn't understand how their behavior had fallen under the radar. Principal Manuel Sanzone invited Suffolk County Hate Crimes Unit Commander Sgt. Robert Reecks to speak to the teachers about the nature of hate crimes, who commits them, and the warning signs that can lead to them. Reecks shared recent activity among known hate groups in the area and urged staff to contact the police if they recognized a bias incident or even heard talk of biased behavior or harassment. "Whatever it is, as minor as it is, let's nip it in the bud when it's early. Let's not wait until we have a stabbing to find out that we've been having a problem for years," Reecks told them.

Start a Not In Our School campaign in your community

A Not In Our School campaign (NIOS) is an ongoing commitment to empower students to create safe and inclusive environments that are free of bullying, harassment, bigotry, and all forms of intolerance.

Every NIOS campaign takes on the characteristics of the school community and responds to local issues and needs. A Not In Our School campaign mobilizes students to be "upstanders" who take action to stand up for themselves and others and to create a climate that reflects the values of safety, respect, and inclusion. Here are the guiding principles:

- NIOS focuses on problems that result from students bullying or being exclusionary and hateful. Often, harassment is based on gender, race, religion, sexual orientation, appearance, or disability. The first step is to start a dialogue about the particular problem.
- Students are supported in defining the problems and solutions needed to incorporate peer-to-peer actions, make their schools safe, and help bystanders gather the courage to become upstanders.
- The entire school community unites to say "Not In Our School." This action could take many forms—buttons, banners, slogans, T-shirts, pledges, assemblies, and school-wide activities—but it needs to grow out of authentic discussion and efforts to create a safe and welcoming environment for students of all backgrounds and identities.

Many activities presented in the NIOS Quick Start guide have been successfully implemented in schools. Videos with lesson guides; a set of core principles to address bullying and intolerance; ideas for implementing Not In Our School;[21] and testimonials from administrators, teachers, and students are available on the NIOS web page, www.notinourschool.org.

Create public awareness

Create a public awareness campaign within the community that provides information, awareness, and resources for community members and victims. The awareness campaign can range from intolerance to resources for potential victims.

21 "Implementing Not In Our School," www.niot.org/nios/implementingnios.

Working together for safe, inclusive communities

The COPS Office and NIOT are collaborating on a new project to increase awareness of hate crimes; to improve hate crime reporting; and to promote safe, inclusive communities nationwide.

In the coming years, the *Not In Our Town: Working Together for Safe, Inclusive Communities* initiative will provide vital new resources for law enforcement professionals and facilitate connections between law enforcement and community partners, including civic leaders, faith groups, schools, diverse community groups, and local media, to prevent hate crimes and address underlying tensions that can lead to violence.

Some tools and resources to look forward to include the following:

- A new online resource site at www.niot.org/cops
- Five new short films on hate crime prevention strategies
- Action guides
- Law enforcement guides
- A series of webinars addressing challenges in the field
- A network of law enforcement leaders to act as resources and mentors

For more information about this exciting initiative, please visit www.niot.org/cops.

Photo credit: The Working Group

Resources from Not In Our Town

Films and documentaries

Not In Our Town: Billings, Montana

www.niot.org/niot-video/not-our-town-billings-montana-0

This critically acclaimed PBS special that sparked a national movement against hate and intolerance tells the uplifting story of how the residents of Billings, Montana, joined together when their neighbors were threatened by white supremacists. Townspeople of all races and religions swiftly moved into action. Religious and community leaders, labor union volunteers, law enforcement, the local newspapers, and concerned individuals stood united and spoke loudly for a hate-free community, proclaiming in no uncertain terms "Not In Our Town!"

Not In Our Town: Class Actions

www.niot.org/classactions

This documentary profiles students and community members who are creating change in the wake of racism, anti-Semitism, and the traumatic consequences of bullying. Fifty years after James Meredith integrated the University of Mississippi, black and white students stand together to stop a segregationist chant. When the chancellor supports their action, the Ku Klux Klan protests on campus. Across the country, teen suicides devastate the community of Lancaster, California. A middle school counselor starts an anti-bullying program that inspires a citywide campaign. In the Midwest, anti-Semitic attacks at Indiana University rattle the college town, but community members and faith and civic leaders unite against hate and intolerance.

This 30-minute film comes with a screening guide, discussion guide, and four supplemental web videos.

Not In Our Town: Light in the Darkness

www.niot.org/lightinthedarkness

This documentary is about a town coming together to take action after anti-immigrant violence devastates the community. In 2008, a series of attacks against Latino residents of Patchogue, New York, culminate with the murder of Marcelo Lucero, an Ecuadorian immigrant who had lived in the Long Island village for 13 years.

Both the 60- and 30-minute versions of this film come with a screening guide, discussion guide, and 10 supplemental web videos.

Articles about local lessons

A Crime by Any Other Name

by Jim Hennigan

www.niot.org/blog/guest-essay-hate-crime

In this essay, a lawyer and Not In Our Town network member reflects on his journey to support hate crime laws, ultimately determining that the heightened sanction is society's way of saying it will not tolerate criminal behavior that intends to intimidate and threaten entire segments of a community.

A Guide to Responding to Hate Groups

by Reiko Callner and Anna Schlecht, Coordinators,
Unity in the Community, Olympia, Washington

www.niot.org/action-hub/local-lessons/guide-responding-hate-groups

To counter bias incidents, many communities have created groups and developed protocols to mobilize a broad and positive show of support for diversity. This essay lists the protocol developed in Olympia, Washington.

Not In Our Town as a Tool for Law Enforcement

by Paul Sheridan, Deputy Attorney General, Civil Rights Division,
West Virginia Attorney General's Office

www.niot.org/action-hub/local-lessons/not-our-town-tool-law-enforcement

In this essay, a deputy attorney general reflects on the power of NIOT, noting that the people involved are ordinary folks, and the actions they take are the types of actions that any of us could do.

Prosecuting Hate: Q&A with Oscar Garcia, San Diego Deputy District Attorney, Hate Crimes Unit

www.niot.org/action-hub/local-lessons/prosecuting-hate

NIOT spoke with Garcia, a prosecutor and hate crime case specialist, about California's hate crime law, the challenges in doing this work, and the role law enforcement can play in helping improve underreporting of hate crimes, as well as hate crime prevention.

Three Guiding Principles When Confronting Hate: Lessons for Billings, Montana

by Margaret MacDonald

www.niot.org/action-hub/local-lessons/three-guiding-principles-when-confronting-hate

In the early 1990s, white supremacists groups were growing bolder in their activities in Billings, Montana. Rather than resigning themselves to the growing climate of hate, a group of community members organized and sent a different message to their neighbors. Margaret MacDonald, a leader in the original Not In Our Town movement in Billings, reflects on some of the guiding principles that helped shape the community's creative and powerful responses that were later captured by The Working Group in the documentary *Not In Our Town: Billings, Montana.*

Working with Law Enforcement: How An Anti-Racist Community Group Evolved from Being a Watchdog to a Partner of Law Enforcement

by Tom O'Mara, Member of the Shasta County Citizens Against Racism

www.niot.org/action-hub/local-lessons/working-law-enforcement

In rural Northern California, a group of residents known as the Shasta County Citizens Against Racism (SCCAR) initially saw their function as a watchdog in the community. When a hate crime occurred, they worked to keep law enforcement on task and get them to comply with California hate crime legislation. While SCCAR's relationship with the police may have started out adversarial, they started to work together more productively and law enforcement started looking to SCCAR as a resource.

Short videos

After Cross Burning: A Town Marches Together

www.niot.org/niot-video/after-cross-burning-town-marches-together

When an African-American resident of the small Northern California town of Anderson woke one winter morning in 2004 to an 8-foot-tall burning cross on her lawn, neighbors and city and church leaders quickly organized in support of her and her young family.

Angels Turn their Backs on Hate

www.niot.org/niot-video/angels-turn-their-backs-hate-fred-phelpswestboro-baptist-church

When anti-gay extremist Fred Phelps and the Westboro Baptist Church announced the hate group would picket Newark Memorial High School's production of "The Laramie Project," community members like Gail Nelson couldn't sit quietly. Borrowing from a scene in the play, concerned citizens dressed as angels to block from view Phelps's followers and their hateful placards.

Community Policing and Hate Crimes: Former DOJ COPS Office Director Bernard Melekian

www.niot.org/niot-video/community-policing-and-hate-crimes-interview-doj-cops-director-bernard-melekian

Not In Our Town Executive Producer Patrice O'Neill sat down with Bernard Melekian, former director for the U.S. Department of Justice's Office of Community Oriented Policing Services (COPS Office), to talk about the role of the police in addressing hate crimes.

Responding to Religious Intolerance

www.niot.org/niot-video/oak-creek-gathers-after-hate-crime-killings-sikh-temple-wisconsin

Thousands gathered in the center of town to support the Sikh community in the aftermath of the August 5, 2012 hate crime killing at the Sikh Temple of Wisconsin in Oak Creek, a suburb of Milwaukee. Mayor Steve Scaffidi, Police Chief John Edwards, and Amardeep Kaleka, son of the slain temple president, shared prayers and hopes for peace and unity.

Reversing Vandalism

www.niot.org/niot-video/reversing-vandalism

When the San Francisco Public Library discovered a library patron had vandalized dozens of gay and lesbian-themed books, the local police department took the threat seriously, investigating it as a hate crime. The police detective explained that investigating vandalism is important, as this crime can lead to others. When the police caught the book vandal, library staff offered the damaged books to artists as materials for creative expression and community healing.

Wear a Hijab Day

www.niot.org/niot-video/wear-hijab-day

When Alia Ansari, a resident of Fremont, California, was shot to death as she walked her daughter to school, community members feared she was targeted because she was wearing a hijab. To honor her memory, people of all faiths participated in "Wear a Hijab Day."

Welcome Signs

www.niot.org/niot-video/welcome-signs

Welcome signs surrounding a city can be important markers signifying much more than its population or city seal. The city of Newark in Northern California decided to affirm its dedication to fostering acceptance and inclusion by unveiling a city plaque and banners with this message.

What About Walter?

www.niot.org/niot-video/what-about-walter

After one of his classmates douses him with gasoline and sets him on fire, a 15-year-old Southern Missouri teen and his family seek justice for what they believe to be a hate crime.

Resources from the COPS Office

Assessing Responses to Problems: An Introductory Guide for Police-Problem Solvers

http://ric-zai-inc.com/ric.php?page=detail&id=COPS-W0012

This problem-solving tool summarizes knowledge about information gathering and analysis techniques that might assist police at any of the four main stages of a problem-oriented project: scanning, analysis, response, and assessment. Extensive technical and scientific literature covers each technique addressed in the guide.

Bridging the Language Divide: Promising Practices for Law Enforcement

http://ric-zai-inc.com/ric.php?page=detail&id=COPS-P159

This report details numerous promising practices in overcoming language barriers in law enforcement agencies. Changing demographics across the country have led to a need for law enforcement agencies to be able to communicate more effectively with the people in their jurisdiction. The COPS Office and the Vera Institute of Justice partnered together to identify and disseminate promising practices that agencies have implemented so that others can model programs after these practices to address the language barriers they face.

Building Productive Relationships with Media

http://ric-zai-inc.com/ric.php?page=detail&id=COPS-W0643

This report discusses how the web and social networking technology have dramatically transformed the way the press interacts with law enforcement and affects community policing. The emergence of a 24/7, all-news-all-the-time media culture has produced strains and missteps on both sides. However, a better understanding of how the "new media" environment works can help senior police managers and public information officers improve relations with the communities in which they serve and help rank-and-file officers avoid pitfalls. A case study of how the Los Angeles Police Department defused tensions following the 2007 MacArthur Park incident shows that building an atmosphere of trust and transparency remains as critical to building productive relations in the new media age as it was in the old.

Building Strong Police-Immigrant Community Relations: Lessons from a New York City Project

http://ric-zai-inc.com/ric.php?page=detail&id=COPS-W0017

This publication describes a COPS Office-funded project with the Vera Institute of Justice, which worked in conjunction with the New York City Police Department (NYPD) to strengthen relations between police and new immigrant communities. Police officials met with members of three immigrant communities in a series of forums to discuss barriers to trust, strategies for building better police-community relations, and broader policy concerns affecting the police-community relationship. The publication will assist police departments, local-level government officials, and community groups interested in building good relations between the police and immigrant communities.

Bullying and the LGBT Community: Trends and Solutions from the Office of Safe and Drug-Free Schools

http://cops.usdoj.gov/html/dispatch/03-2011/Bullying-LBGT-Community.asp

This article describes the efforts of the U.S. Department of Education's Office of Safe and Drug-Free Schools to generate a better understanding of what bullying entails and what forces within schools and beyond can do to help.

Bullying in Schools

http://ric-zai-inc.com/ric.php?page=detail&id=COPS-P029

There is always concern about school violence, and police have assumed greater responsibility for helping school officials ensure students' safety. As pressure increases to place officers in schools, police agencies must decide how best to contribute to student safety. This guide provides police with information about the causes and extent of bullying in schools and recommendations for developing effective approaches and practices that contribute to student safety.

The Collaboration Toolkit for Law Enforcement: Effective Strategies to Partner with the Community

http://ric-zai-inc.com/ric.php?page=detail&id=COPS-P221

Community leaders, researchers, and police officials know the police cannot substantially impact crime by themselves. Community involvement and collaboration is an integral part of any long-term, problem-solving strategy. At the most basic level, the community provides law enforcement agencies with invaluable information on both the problems that concern them and the nature of those problems. This toolkit helps law enforcement initiate partnerships within their communities to collaborate on solving crime problems at the neighborhood level.

Community Policing Defined

http://ric-zai-inc.com/ric.php?page=detail&id=COPS-P157

This guide describes the elements and sub-elements that fall under the community policing philosophy. It covers the range of collaborative partnerships that exist between law enforcement agencies and the individuals and organizations they serve. The guide also outlines the process of engaging in the proactive and systematic examination of identified problems to develop effective responses and illustrates how to align organizational management, structure, personnel, and information systems to support community partnerships and proactive problem solving.

Community Policing in Action! A Practitioner's Eye View of Organizational Change

http://ric-zai-inc.com/ric.php?page=detail&id=COPS-P254

Law enforcement agencies are traditionally reluctant to reexamine processes that have proven effective, but what if there's a better way? This publication focuses on nine agencies determined to reorient their organizations around the principles of community policing. It details the challenges they faced in implementing a variety of organizational change projects and collects the lessons they learned.

COPS Collaboration Toolkit: How to Build, Fix, and Sustain Productive Partnerships

http://ric-zai-inc.com/ric.php?page=detail&id=COPS-W0686

This toolkit provides practical guidance to law enforcement agencies as they develop and sustain partnerships that support community policing. The toolkit will benefit law enforcement personnel, community-based organizations, educators, youth, government officials, and others seeking to combine efforts to reduce crime and social disorder problems.

The COPS Office Partners with "Not In Our Town: Light In The Darkness" Community Engagement Campaign

http://cops.usdoj.gov/html/dispatch/08-2011/COPS-Partners-with-Not-In-Our-Town.asp

This article discusses the release of the NIOT film that tells the story of a town that joined together to take action after a hate crime killing of a local immigrant devastates the community of Patchogue, New York. The article also identifies some ways law enforcement leaders can participate.

Crime Prevention Publicity Campaigns

http://ric-zai-inc.com/ric.php?page=detail&id=COPS-W0075

Developing innovative efforts to reduce crime and social disorder is an integral part of modern police work. Law enforcement agencies that undertake such interventions should consider advertising their work and ideas. This response guide shows how law enforcement agencies can help to remove crime opportunities by teaching and encouraging the public to adopt better self-protection measures or to warn offenders of increased police vigilance. When designed properly, publicity campaigns can offer law enforcement agencies another problem-solving tool in the fight against crime.

Engaging Police in Immigrant Communities

http://ric-zai-inc.com/ric.php?page=detail&id=COPS-P251

Law enforcement faces many barriers to policing new immigrant communities and cultivating partnerships with these groups. Language barriers, immigrants' reluctance to report crime for fear of deportation, fear of police, federal immigration enforcement, and cultural differences can lead to misunderstandings between law enforcement and community members. The Engaging Police in Immigrant Communities (EPIC) project highlights promising practices that law enforcement agencies nationwide are using to build effective police-immigrant relations. This guidebook is accompanied by podcasts on the same topic, as well as a website with additional materials and resources available through www.vera.org/epic.

Enhancing Community Policing with Immigrant Populations

http://ric-zai-inc.com/ric.php?page=detail&id=COPS-P185

The National Sheriffs' Association and the COPS Office partnered to host a national roundtable discussion of law enforcement leaders and immigration advocates that developed recommendations for enhancing community policing and ensuring equity in the delivery of law enforcement services to immigrant populations. This report documents this roundtable and provides practitioners and law enforcement agencies with information gained from the roundtable as well as other pertinent research. This report also provides recommendations for enhancing community policing to immigrant populations.

Hate Crime Reporting—Working to Close the Gap

http://cops.usdoj.gov/html/dispatch/05-2013/hate_crime_reporting.asp

This article discusses a newly released study by the U.S. Department of Justice's Bureau of Justice Statistics and the hate crime reporting gap.

Hate Crimes

http://ric-zai-inc.com/ric.php?page=detail&id=COPS-P268

This problem-oriented guide for police describes the problem and reviews factors that increase its risks. It then identifies a series of questions to help police analyze local hate crime problems and reviews what is known about responses to the problem from evaluative research and police practice. Specifically, it describes what police can do to reduce underlying tension in the community that contributes to hate crimes; address the special fear and trauma experienced by the individual victim and the racial, ethnic, religious, or sexual-orientation community to which the victim belongs; and monitor local hate groups.

Implementing Responses to Problems

http://ric-zai-inc.com/ric.php?page=detail&id=COPS-P131

This guide deals with the process of implementing responses to problems in problem-oriented policing (POP) initiatives. It addresses why responses do or do not get properly implemented and offers suggestions to better ensure that they do. The guide is divided according to the four key stages of implementation: the pre-implementation stage, which addresses the factors to consider before implementation; the planning stage, during which the specific implementation mechanics and systems should be considered; the implementation stage, in which responses should be put in place, monitored, and adjustments made; and the post-implementation learning stage, in which implementation successes and failures should be considered.

Leadership Strategies: Engaging the Community in the Absence of a Crisis

http://cops.usdoj.gov/html/dispatch/07-2013/leadership_strategies.asp

This article discusses best practices from retired Long Beach (California) Police Commander Josef Levy and his experiences serving in the city's diverse, sometimes challenging West Division.

Overcoming Language Barriers: Solutions for Law Enforcement

http://ric-zai-inc.com/ric.php?page=detail&id=COPS-P138

This publication provides law enforcement agencies with strategies to best ensure language access to the limited English proficient (LEP) populations in their jurisdiction. It discusses how law enforcement agencies of different sizes, capacities, and circumstances can begin to address language barriers they encounter through promising practices such as developing a language access policy and plan, cultivating bilingual personnel, and pooling and leveraging resources. Limited hard copies are available from the Vera Institute of Justice.

Partnering with Businesses to Address Public Safety Problems

http://ric-zai-inc.com/ric.php?page=detail&id=COPS-P102

In the United States, the annual cost of crime against businesses is in the billions of dollars. This guide reviews the impact of crime against business and the roles businesses play in contributing to crime. It presents and analyzes types of partnerships and strategies for forming partnerships and concludes with examples of business-police partnerships and programs, some that are known to be effective and others that are still largely untested.

Policing in New Immigrant Communities

http://ric-zai-inc.com/ric.php?page=detail&id=COPS-P162

The common challenges that law enforcement agencies face when working with immigrant communities include language barriers, fear of police, and cultural differences, among others. To address these challenges and discuss promising practices for cultivating, maintaining, and restoring partnerships to keep communities safe, the COPS Office, in partnership with the Vera Institute of Justice, sponsored a focus group comprising leading law enforcement leaders, experts, and community leaders from five jurisdictions in the United States. This report is based on that discussion.

Problem-Solving Partnerships: Including the Community for a Change

http://ric-zai-inc.com/ric.php?page=detail&id=COPS-P006

This publication summarizes findings from the national evaluation of the COPS Office Problem-Solving Partnership (PSP) program grantees conducted by the Police Executive Research Forum. PERF examined the projects of 447 PSP grantees, analyzing agency activity and progress at each stage in the SARA model, resulting in recommendations for agencies wishing to conduct a problem-solving project.

Problem-Solving Tips: A Guide to Reducing Crime and Disorder through Problem-Solving Partnerships

http://ric-zai-inc.com/ric.php?page=detail&id=COPS-P019

Intended as a reference for those who are interested in implementing a problem-solving approach, this guide contains information and insights into the process. It takes the reader step by step through solving problems, offers examples of problem-solving from the field, and provides additional resources.

Researching a Problem

http://ric-zai-inc.com/ric.php?page=detail&id=COPS-P073

This guide, part of the Problem-Solving Tools Series, summarizes knowledge about information gathering and analysis techniques that might assist police at any of the four main stages of a problem-oriented project: scanning, analysis, response, and assessment. This tool takes the mystery out of conducting research on problems by helping the user to define the problem, use technology to conduct Internet searches, get advice from experts, visit libraries, and evaluate the primary sources of information. The guide offers helpful hints to understanding and identifying responses to problems based on the research gathered.

School Vandalism and Break-Ins

http://ric-zai-inc.com/ric.php?page=detail&id=COPS-P076

The term school vandalism refers to willful or malicious damage to school grounds and buildings or furnishings and equipment. This guide describes the problem and reviews the risk factors of school vandalism and break-ins. It also reviews the associated problems of school burglaries and arson. The guide then identifies a series of questions to help law enforcement analyze its local problem, reviews responses to the problem, and reviews what is known about them from evaluative research and police practice.

Shifting and Sharing Responsibility for Public Safety Problems

http://ric-zai-inc.com/ric.php?page=detail&id=COPS-P077

Although the police address many public safety problems effectively in the exercise of their normal authority and expertise, they depend on others to aid them by addressing the conditions that underlie crime and disorder. With such help, the police can more effectively prevent and control such problems. This guide examines how the police can persuade private citizens, businesses, or the government to respond to common crime and disorder problems, provided they do not violate basic standards of propriety and legality.

Additional resources

Addressing Hate Crimes: Six Initiatives That are Enhancing the Efforts of Criminal Justice Practitioners

www.ncjrs.gov/pdffiles1/bja/179559.pdf

Developed by the U.S. Department of Justice's Bureau of Justice Assistance, this monograph describes six efforts to address hate crimes. Individually, each project constitutes an innovative effort by police and prosecutors to improve systems for responding to hate crimes. Collectively, the six projects demonstrate the creativity and the deep commitment of local, state, and federal law enforcement agencies in leading the nation's effort to combat bias-motivated crime.

Confronting Discrimination in the Post-9/11 Era: Challenges and Opportunities Ten Years Later

www.justice.gov/crt/publications/post911/post911summit_report_2012-04.pdf

This report outlines the U.S. Department of Justice's Civil Rights Division's Post-9/11 Civil Rights Summit. It includes discussion on the backlash of 9/11, the survey results from the Pew Survey on Muslim Americans, and a look forward on remaining challenges and emerging opportunities.

Critical Issues in Policing Series: Police Chiefs and Sheriffs Speak Out On Local Immigration Enforcement

www.policeforum.org/library/critical-issues-in-policing-series/Immigration($25).pdf

This report by the Police Executive Research Forum (PERF) summarizes the results of an immigration survey of its members and findings reached at a summit PERF convened in November 2007, in which police chiefs, sheriffs, mayors, federal officials, and others participated to compare information about how the hot-button immigration issue is playing out in their jurisdictions and what they are doing to shape the direction of policies in their communities.

Hate Crime Data Collection Guidelines and Training Manual

www.fbi.gov/about-us/cjis/ucr/hate-crime/data-collection-manual

This publication, a merger of two earlier publications (*Hate Crime Data Collection Guidelines* and the *Training Guide for Hate Crime Data Collection*), reflects the changes in the Act and is intended to assist law enforcement agencies in collecting and submitting hate crime data to the FBI UCR Program, as well as in establishing an updated hate crime training program for their personnel. In addition to providing suggested model reporting procedures and training aids for capturing the new bias motivations, the manual is written to raise law enforcement officers' awareness of the hate crime problem.

Hate Crime Page

http://bjs.gov/index.cfm?ty=tp&tid=37

This web page includes data and survey results related to hate crimes from the National Crime Victimization Survey, collected by the U.S. Department of Justice's Bureau of Justice Statistics.

Hate Crimes Prevention Guide and Toolkit

http://community.pflag.org/document.doc?id=646

This guide, which can help a community advance the effectiveness of the Shepard-Byrd Hate Crimes Prevention Act, can maximize the opportunity to provide education to the community and bridge the gap between the goals of local law enforcement by providing the basics of what hate crimes are, how to address them, and how to support the community in preventing them.

How to Combat Bias and Hate Crimes: An ADL Blueprint for Action

www.adl.org/blueprint.pdf

This guide produced by the Anti-Defamation League includes several case studies on how to train law enforcement in hate crimes as well as community and educational models for combating bias and promoting diversity.

Law Enforcement and Society: Lessons of the Holocaust

www.ushmm.org/education/cpsite/lawenforcement/flyer.pdf

This program developed by the United States Holocaust Memorial Museum and the Anti-Defamation League trains recruits and in-service and command-level law enforcement officers on the history of the Holocaust and encourages law enforcement officials to reflect upon their personal and professional responsibilities in our pluralistic democracy. More than 20,000 officers have participated in the program, which includes a discussion on the abuse of power under the Nazis and the role of police within the Nazi state and an examination of the important and difficult role of police in American society today.

Police and Immigration: How Chiefs are Leading their Communities through the Challenges

www.policeforum.org/library/immigration/PERFImmigrationReportMarch2011.pdf

As local police and sheriffs' departments are increasingly being drawn into a national debate about how to enforce federal immigration laws and, in some communities, pressured to take significantly larger roles in what has traditionally been a federal government responsibility, this report by the Police Executive Research Forum highlights several case studies of law enforcement in navigating these challenges in various communities across the country.

Response to Hate Crimes

www.nij.gov/topics/crime/hate-crime/research-findings.htm

This report details various findings of The National Institute of Justice—the research, development, and evaluation agency of the U.S. Department of Justice—in assessing the myriad criminal justice responses to hate crimes and evaluating new trends in hate crimes. The NIJ has identified key gaps in hate crime research, including estimations of the prevalence of hate crime, the impact of hate crime investigation, and the effectiveness of programs designed to prevent hate crime or assist hate crime victims.

Responding to Hate Crime: A Multidisciplinary Curriculum for Law Enforcement and Victim Assistance Professionals

www.ncjrs.gov/ovc_archives/reports/responding/welcome.html

This six-session training program is intended for an integrated audience of law enforcement and victim assistance professionals to address a range of issues relevant to bias crime.

Responding to Hate Crimes: A Community Action Guide, Second Edition

www.ocanational.org/images/stories/docscenter/ocahatecrime2006.pdf

Designed as a practitioner's guide, the manual offers members of the Organization of Chinese Americans (OCA) and the general public step-by-step guidelines, checklists, Internet resources, and best community response practices to hate crimes. OCA primarily uses the guide to complement education workshops sponsored by OCA's local chapters and underwritten by The Allstate Foundation. However, OCA offers the manual as an activist tool to all communities.

Responding to Hate Crimes: A Police Officer's Guide to Investigation and Prevention

www.theiacp.org/PublicationsGuides/LawEnforcementIssues/Hatecrimes/RespondingtoHateCrimesPoliceOfficersGuide/tabid/221/Default.aspx

This guide developed by the International Association of Chiefs of Police explains the differences between hate crimes and hate incidents and how to respond to both.

Responding to Hate Crimes and Bias-Motivated Incidents on College/University Campuses

www.justice.gov/archive/crs/pubs/university92003.htm

This guide developed by the U.S. Department of Justice's Community Relations Service contains case studies and highlights some of the best practices regarding hate and bias-motivated incidents.

About the COPS Office

The Office of Community Oriented Policing Services (COPS Office) is the component of the U.S. Department of Justice responsible for advancing the practice of community policing by the nation's state, local, territory, and tribal law enforcement agencies through information and grant resources.

Community policing is a philosophy that promotes organizational strategies that support the systematic use of partnerships and problem-solving techniques, to proactively address the immediate conditions that give rise to public safety issues such as crime, social disorder, and fear of crime.

Rather than simply responding to crimes once they have been committed, community policing concentrates on preventing crime and eliminating the atmosphere of fear it creates. Earning the trust of the community and making those individuals stakeholders in their own safety enables law enforcement to better understand and address both the needs of the community and the factors that contribute to crime.

The COPS Office awards grants to state, local, territory, and tribal law enforcement agencies to hire and train community policing professionals, acquire and deploy cutting-edge crime fighting technologies, and develop and test innovative policing strategies. COPS Office funding also provides training and technical assistance to community members and local government leaders and all levels of law enforcement. The COPS Office has produced and compiled a broad range of information resources that can help law enforcement better address specific crime and operational issues, and help community leaders better understand how to work cooperatively with their law enforcement agency to reduce crime.

- Since 1994, the COPS Office has invested nearly $14 billion to add community policing officers to the nation's streets, enhance crime fighting technology, support crime prevention initiatives, and provide training and technical assistance to help advance community policing.
- By the end of FY2012, the COPS Office has funded approximately 124,000 additional officers to more than 13,000 of the nation's 18,000 law enforcement agencies across the country in small and large jurisdictions alike.
- Nearly 700,000 law enforcement personnel, community members, and government leaders have been trained through COPS Office-funded training organizations.
- As of 2012, the COPS Office has distributed more than 8.5 million topic-specific publications, training curricula, white papers, and resource CDs.

COPS Office resources, covering a wide breadth of community policing topics—from school and campus safety to gang violence—are available, at no cost, through its online Resource Center at www.cops.usdoj.gov. This easy-to-navigate website is also the grant application portal, providing access to online application forms.

Building Stronger, Safer Communities: A Guide for Law Enforcement and Community Partners to Prevent and Respond to Hate Crimes offers leadership strategies and actionable tactics to help law enforcement agencies work with community partners. Real-life examples, documented by the Not In Our Town movement against hate and intolerance, illustrate how agencies can work with community stakeholder to create an atmosphere where hate is not tolerated and take positive steps in the aftermath of a hate crime. This guide also explains the history of the Not In Our Town movement and provides multiples lists of resources to promote action, engagement, and empowerment for the community and law enforcement.

A joint project of:

COPS
Community Oriented Policing Services
U.S. Department of Justice

U.S. Department of Justice
Office of Community Oriented Policing Services
145 N Street NE
Washington, DC 20530

The Working Group/ Not In Our Town
P.O. Box 70232
Oakland, CA 94612

To obtain details on COPS Office programs,
call the COPS Office Response Center at 800-421-6770.

Visit COPS Online at www.cops.usdoj.gov.

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