



A Bowling Green Legacy

**A Guide for Law Enforcement
and Communities**

By Ryan Hunt, Paul Di Lella, and Cassandra Belson

*Partners in
stopping hate*



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



Photo credit: Not In Our Town

Bowling Green State University (BGSU) student and Black Student Union president Kevin Lewis discusses with fellow BGSU students ways to combat hate on campus and make BGSU a safer and more inclusive place for all.



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We offer thanks to the brave students who led the way when hateful incidents rocked their campus, including Tiffany Smith, Adriana Darris, Vivienne Felix, Kevin Lewis, Casey Swick, and Luke Grabski. In addition, we thank the Bowling Green State University (BGSU) faculty and staff who supported the students in their efforts and worked to spread NIOT throughout the town: Barbara Waddell, Vicki Kulicke, Ray Plaza, Tobias Spears, Dr. Lisa Hanasono, Dr. Dalton Jones, Dr. Dafina Lazarus Stewart, and John Fawcett. Thank you to Coach Louis Orr who spoke up when he was the target of hate in his community.

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Bowling Green Police Chief Brad Conner and BGSU Police Chief Monica Moll played an important role in building trust between law enforcement and community members at BGSU and around the city. Their insight and commitment continue to shape our understanding of community policing and offer us a model for how law enforcement and community members can work together to stop hate and bullying.

We also want to thank Lieutenant Travis Martinez of the Redlands (California) Police Department, whose advice and guidance helped make this guide possible.

Introduction

In the wake of increasing racial tensions and intolerance at college campuses across the country, building trust between law enforcement and community members is as vital as ever. The Not In Our Town short film *A Bowling Green Legacy* shows how communities can come together to respond to incidents of hate, as well as to strengthen trust between community stakeholders to prevent hate from happening in their town.

This 14-minute film opens with the head basketball coach at Bowling Green State University in Ohio discovering “white power” symbols written on the driveway of his home. Then, a group of African-American students from Bowling Green State University go to a local bar, and racially charged tweets surface on social media sites as a result. While these incidents leave many in the community feeling threatened and unsafe, they also spark a powerful coalition of students, administrators, civic leaders, and law enforcement leaders to take a unified stand.

This guide is designed to facilitate discussions about the film and is intended for use by law enforcement agencies, community groups, civic leaders, students, and college campus groups. Written for both law enforcement representatives and community members working to host important dialogues to address hate and bias in their communities, the guide serves two distinct purposes:

1. It presents discussion questions and hate crime policing best practices for law enforcement representatives who are organizing **internal law enforcement agency screenings** of the film.
2. It provides resources and engagement tools to host **community screenings** and discussions that seek to build trust between law enforcement representatives and community members working to address hate and bias in their communities.

Event facilitators should allot 30 to 60 minutes for discussion after the film screening. To request a free DVD copy of *A Bowling Green Legacy* and to download supplemental resources, please visit www.niot.org/bowlinggreenlegacy.

The film and guide for *A Bowling Green Legacy* were produced as part of the *Not In Our Town: Working Together for Safe, Inclusive Communities* collaboration between Not In Our Town and the U.S. Department of Justice’s (DOJ) Office of Community Oriented Policing Services (COPS Office).¹

1. All project resources and tools are available through the online project hub at <http://www.niot.org/COPS>.

Film synopsis

When racist tweets and “white power” graffiti leave students feeling threatened and unsafe, the campus and community of Bowling Green, Ohio, unite to take a stand against hate and join the national Not In Our Town movement. At events hosted by Bowling Green State University, a Not In Our Town campaign is launched, and students lead the community in a series of conversations about race, unity-building activities, and a pledge to create a safe and inclusive campus.

Bowling Green State University Chief of Police Monica Moll identifies a major problem when bias crimes happen on campus. “People don’t report incidents to the police. They don’t think that we’re going to take it seriously.” Moll underscores the importance of law enforcement connecting with community members “so that they can come forward, they don’t need to be afraid.”

Adriana Darris, president of the Latino Student Union, talks about the role Not In Our Town plays in creating a safe space for students and law enforcement to get together. “As we face issues on and off campus, students often feel like where can they turn if the police department is not on their side?” After police cars are outfitted with highly visible Not In Our Town magnets, Darris notes that students can see that police are aligned with them against hatred and discrimination. “Just right there is a step in the right direction.”

Bowling Green Police Chief Brad Connor weighs in: “Not In Our Town brings us together for conversation, for airing of differences, for better understanding of each other. And as a community policing organization . . . the best thing we can do is engage our community and say, ‘How can we make Bowling Green better?’”

Kevin Lewis, president of the Black Student Union, speaks emotionally about the leaders of the Civil Rights Movement and how he was inspired by them to take action in his own community. As a campus leader, he embraces his role and responsibility and sees how Not In Our Town has helped to create change on campus. “Now we’re very confident in who we are as a community and what we value.”

Kevin’s words signify the opportunity that lies in building a powerful coalition of students, administrators, and civic and law enforcement leaders to take a unified stand against hate.

Organizing a Screening of the Film

A Bowling Green Legacy details how a community can come together after a hate incident or to prevent acts of bias while building a diverse coalition to foster a safe and inclusive community. This film can be used in a screening and discussion to address

- improving relationships between law enforcement agencies and those typically targeted by hate;
- ways to respond to hate incidents;
- strategies for creating safe and inclusive environments with multiple stakeholders involved;
- addressing tensions between different groups, including law enforcement and community members.

Discussion planning

For any audience, consider organizing attendees into small breakout groups for part of the discussion. Especially in a large group, difficult or open-ended questions might make some people feel uncomfortable or shy about speaking out; these individuals might share more openly in a smaller group. One person from each group can be responsible for reporting back to the larger audience about the experiences, perceived challenges, proposed strategies, or other issues that arose in the breakout session.

In a theater setting where breakout groups are logistically difficult, pose a discussion question and encourage attendees to hold a five-minute conversation with the person in the next seat. You could conclude the segment by asking three or four pairs to share their findings with the larger audience. Taking about 10–15 minutes for this exercise may serve as a useful warm up for those who are reluctant to speak in groups.

In public discussions, community members should have adequate time to speak about their experiences. Honest criticism can be a very important and constructive part of the discussion; however, verbal attacks should not be permitted. An experienced facilitator, particularly someone who has credibility with the community at large, can be a great benefit, especially with larger groups, or in groups where there are known tensions. It should be kept in mind that the goal is participatory conversation, and the opportunity for people to engage can be as important as anything in particular that might be said.

Set ground rules

For all discussions, state ground rules for respectful conversations. It is sometimes helpful to write these ground rules out and post around the room. This is especially helpful for discussions with youth. Ground rules should be developed and adapted for every unique context. Appropriate ground rules may depend partially on age, region, and other contextual factors. Some examples are as follows:

- Listen actively. Respect others when they are talking.
- Speak from your own experience instead of generalizing (“I” instead of “they,” “we,” and “you”).
- Do not be afraid to respectfully challenge one another by asking questions, but refrain from personal attacks. Focus on ideas.
- Participate to the fullest extent of your ability. Community growth depends on the inclusion of every individual voice.
- Instead of invalidating somebody else’s story with your own spin on her or his experience, share your own story and experience.
- The goal is not to agree; it is to gain a deeper understanding.
- Be conscious of body language and nonverbal responses. They can be as disrespectful as words.

Suggested audiences

Internal law enforcement agency screening

This film can be used in a larger training seminar as a way to outline best practices for law enforcement response to hate crimes or instances of intolerance. In addition, it serves as an example of how law enforcement agencies can engage with their communities under the guiding principles of community policing. Community policing incorporates a firm commitment to the value and necessity of citizen input to police policies and priorities. Police departments, like other agencies of government, should be responsive and accountable to community members. As a benefit, law enforcement agencies are most likely to obtain the citizen support and cooperation they need when they display interest in input from citizens.²

This film demonstrates how effective community engagement by law enforcement agencies can break down barriers between disparate community groups and the agencies themselves. Its target audience is both law enforcement agency leaders and rank-and-file personnel. The film’s length allows for easy use in meetings with groups who work on issues surrounding hate crimes or intolerance. Last, the film can facilitate more in-depth discussions centered around community building, victim assistance groups, or other support systems.

2. Gary Gardner, *Community Policing: Principles and Elements* (Washington, DC: Office of Community Oriented Policing Services, 1996).

Suggested discussion questions include the following:

- What did you learn from the film? What strategies were most successful? How can you incorporate them in your work?
- What are the risks that our agency may miss recurring hate and bias incidents or attacks in the community? Why or why not?
- Do members of our agency fully understand what constitutes a hate crime and the responsibility to document and thoroughly investigate alleged hate crimes?
- What can our agency do in the immediate aftermath of a hate crime or bias incident to promote safety and a sense of security for a targeted community?
- How does our agency deal with cyberbullying and harassment? How can the community help us respond? Although these attacks may not be criminal in nature, what can we do to help those being harassed feel safe?
- Are our agency's hate crime reporting protocols transparent and accessible to people and communities who may be targets of hate?
- How can effective community relations improve the ability of our agency to respond to hate crimes or bias incidents?
- How can our agency actively promote and maintain positive relations with the community, especially those typically targeted by hate crimes?
- What other improvements can our department make to address these issues?

Suggested questions for creating an action plan include the following:

- How can this agency replicate some of the actions from Bowling Green and incorporate them into an action plan for our community?
- How do we take the next steps in community engagement and monitor our progress with our community?
- Are there any challenges for college campus police departments working with municipal police departments? What strengths does each department bring to the table when conducting a joint investigation? Are there any weaknesses in conducting a joint investigation?
- If there is no campus police department, does our agency have a working relationship with the administration of the school? Is there a mechanism for reporting bias incidents and hate crimes to our agency in order to initiate an immediate investigation?
- How can our agency help diverse students feel safe and welcome in the community?

Community screening

A Bowling Green Legacy highlights the potential for collaboration among key stakeholders, including law enforcement and college groups, who are committed to building safe, inclusive communities. A public screening of the film, co-hosted with community partners, might be organized as a way to have a conversation about current issues facing the community and how to address them.

One goal could be improving relationships among different stakeholders including law enforcement agencies, civic leaders, and school and campus groups, as well as those typically targeted by hate. Some might choose to focus on developing strategies to both respond to hate incidents and prevent them from happening. The key to a successful event is moving an audience from reflection to action—understanding that this screening and discussion is only part of the process—and that long-term and ongoing commitment is needed to make meaningful change.

If open community screenings do not attract the specific individuals or segments of the community that are experiencing or perpetrating victimization, another way to engage the community might be to organize a targeted screening to which you can invite carefully selected community members and members of various groups. The second model can be especially useful when there have been community tensions that might be best addressed in a less public context and when individuals may need to feel freer to be candid. At targeted screenings, the objective might be to spark meaningful conversation among the groups represented. A third model, a hybrid of open community and targeted screenings, might involve a public showing of the film followed by a public panel discussion among various representatives of the community.

Suggested questions for community screenings include the following:

- What connections can you make between the issues of bias and hate that the people of Bowling Green faced and the issues we face in our community?
- Which groups are marginalized or targeted by hate in our community? What are the indicators of hate and bias towards these groups?
- What actions can be taken to address these concerns? Who needs to be involved? How can these actions become practical and doable?
- What are the barriers to reporting hate incidents in our community? What can we do to make people feel safe and comfortable to report acts of hate when they occur? What are we trying to accomplish here? Are we asking them to do anything? What can the police department do to provide a better way for community members to report acts of hate?
- What resources and campus or community groups exist to address hate and bias in our community? Are people aware of them? How can we make use of these resources or strengthen them?



Bowling Green State University students sign the Pledge to Stop Hate.

Photo credit: Not In Our Town

- How do we engage key stakeholders to support victims of hate and prevent hate incidents from occurring?
- What institutions and groups need to be involved to build a safer, more inclusive environment in our community?

Event preparation for facilitators

Event facilitators play an important role in leading the audience through the process of viewing the film, understanding the lessons, and taking action in their community. It is important that whoever facilitates the event or moderates the discussion be able to emphasize that the event provides a safe space for all attendees to interact and share their thoughts. The following are ideas that will help event facilitators prepare for organizing and leading the discussion.

Preview the film

Watch the film in advance of the screening and discussion and allow yourself time to process your response to the film. What are the key messages? Why is this film relevant to your audience and the issues they are facing?

Know the audience

Think about who will be in attendance and develop ways to reach out to a broad range of community members. Make sure you are aware of the hate and bias issues, the community's history of division or tension, and some of the positive work that is being done to address these issues.

Invite diverse community members

Work with the event planners to invite diverse community members to the event, particularly those from groups who may be vulnerable to hate crimes or bias incidents. Reach out to local faith-based organizations, civil and human rights groups, schools, and law enforcement agencies. It is important to ensure that every audience member have equal time to participate. It is also important to understand that there may be tensions between different community groups or between groups and law enforcement. Setting ground rules as detailed in the discussion planning section (beginning on page 4) could help alleviate potential issues that arise.

Review the goals and objectives

Discuss with the event organizers their goals for this screening and their objectives for accomplishing those goals. The facilitator should be mindful of these objectives and ensure that the goals are met. Being attentive to time management and staying on task with the agenda is critical to facilitating a productive dialogue. However, flexibility is needed to allow for issues to arise organically and for people to be able to express their ideas and share their stories.

Plan the program

If working with a co-facilitator, review this guide, and discuss roles and responsibilities, including how to support each other and how to manage time. Review any other key roles such as greeters, note keepers, or hosts with the sponsors.

Know what's next

With the event sponsors, plan the follow-up to any action ideas generated from the discussion including time and location of a next meeting, who will transcribe this information, and who will distribute it to the group following the screening.

Action planning

After the discussion, begin developing an action plan by asking participants what they can do in their communities to address hate and bias. Ask participants to consider the actions taken in Bowling Green and to think about ways to create or strengthen systems to address a potential hate incident.

- What ways can the process of reporting bias incidents or symbols of hate be improved?
- How can our community facilitate victim support?
- What can college groups do to address issues of hate on their campus? How can college students and staff work with law enforcement representatives to build safer, more inclusive campus climates?
- Can a committee or hate crimes task force be developed to not only address these incidents when they happen, but work to prevent them in the future?
- How can a Not In Our Town campaign be useful in addressing issues of hate and intolerance in our community?

Ask participants to identify values that they believe help to sustain a long-term transformation in a community and how they relate to one another. These values may include *trust, compassion, courage, integrity*, etc. These values can prevent tragedies from happening and are also the foundation to support a community to respond to unrest, violence, or trauma.

If the audience represents multiple sectors of the community (law enforcement, government, colleges, schools, faith groups, media, community organizations, etc.), be sure to divide them into small groups with representation from multiple sectors in each group. Assign these small groups to generate ideas for action that can be implemented within various sectors of the community or across all groups represented.

If the audience primarily represents a single sector in the community, focus specifically on ways to strengthen that agency or entity's role in combating hate and bias. Facilitators should encourage these groups to think about internally oriented efforts as well as external or collaborative actions they can take to engage with important community allies.

Closing

Remember that proper closure is essential to a successful event and is an opportunity to lay the foundation for further action around the important issues that have been raised.

- Conclude the program by reinforcing the plans for documenting and sharing the ideas generated by the group and the time and location of the next meeting.
- Invite each person to think of one specific change that they can make at the personal level to advance the ideals that have been discussed.
- After providing time to reflect on these ideas, ask for volunteers to share aloud their comments. Encourage participants to support each other in achieving these personal goals.
- Ask all participants to complete the evaluation form. By filling out this form, they are helping to improve the Not In Our Town campaign so more people will be inclined to stand up to hate in the future. Please make copies of these forms and return the originals to Not In Our Town.
- Thank people for coming, and remind them to attend the follow-up meeting. Confirm that everyone who attended signed in so they can be included on follow-up opportunities.

Was This Film Effective?

A Bowling Green Legacy and the accompanying guide are provided free of charge to help law enforcement agencies and community partners work together to prevent and respond to hate crimes. To understand and better serve the needs of communities across the country, Not In Our Town asks that you share basic information about your screening plans, including the location and anticipated number of attendees, when you request these resources. In addition, we request that you distribute and collect copies of the film evaluation survey included in appendix B so we can obtain valuable feedback from audience members and other participants.

Completed surveys can be mailed to Not In Our Town at

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

We look forward to hearing what you are doing in your community. If you have any questions, please contact us at info@niot.org or 510-268-9675.

Addressing Hate Speech and Bias

As depicted in the film, the comments made on social media were certainly offensive, but they were not criminal acts. While this limits how much law enforcement can do to address the issue, the comments illuminate conditions that were present in the town. If left unchecked, intolerance can grow from speech to action. Before it gets to this point, communities need to come together and figure out ways to address these problems.

The Bowling Green Police Department wanted to address these issues but could not act on offensive speech alone. Bowling Green State University Police Chief Monica Moll realized that hate speech makes people feel unsafe and decided to work with her community to take a stand against hate. Bowling Green police officers put Not In Our Town magnets on their cars, and officers participated in the community-led NIOT events. By showing support for the community and encouraging people to report incidents when they happen, both the Bowling Green Police Department and the Bowling Green State University Police Department took a stand against hate.

What made Bowling Green's response to the hate incidents so powerful was that they were prepared for them. Several groups on campus had already started forming coalitions to work toward inclusion and community building. When the incidents occurred, the administration immediately looked toward these groups and offered their support. The groups were able to mobilize quickly and address the incidents with broader audiences. They used the hate incidents as a way to spark a larger conversation to address issues of intolerance and bigotry that went beyond race and included sexual orientation and gender identity.

Hate crimes affect everyone

The effects of a hate crime or hate incident can ripple through a community and have a lasting impact on community cohesion and efficacy. Acts of hate can affect the targeted community's sense of security and discourage their participation in civic life. This is why it is so important to engage with as many segments of the community as possible, even before a hate incident has occurred.

Reaching out to and partnering with marginalized communities and encouraging their participation in local politics and civic activities can be a long process, but creating trust and opening channels for dialogue is critical to working with these communities. A long-term strategy of engagement should be developed since creating strong connections doesn't happen overnight. When all segments of the community feel that they are seen, listened to, and equally protected, they will want to be involved. This is how we prevent hate from happening in our towns.

Supporting victims after an incident is important to aiding the recovery process for the victim and maintaining cohesion in the community. Ways to provide support include personal follow-ups with the victim and referrals to services such as victims advocate agencies, social workers, or civil rights or human rights advocates and agencies.



Photo credit: Not In Our Town

Bowling Green State University students are honored for their activism.

Preventing hate: Work with your community on safety and inclusion

When a hate crime is committed, it sends a message to the community that certain groups are not welcome. This not only affects the group that was targeted in the crime but also has major impacts on the entire community. According to the 2012 National Hate Crime Statistics,³ the primary motivator for hate crime was race, followed by sexual orientation and religion. It is crucial to establish positive working relationships with representatives from various community groups before an incident happens. Having a better sense of the tensions that exist between groups and the climate of the community affords the opportunity to initiate preventative programs that defuse tensions before they escalate.

Identifying and reaching out to marginalized communities and encouraging their participation in local politics and civic activities can be a long process, but creating trust and opening channels for dialogue is critical to working with these communities. This is an opportunity for residents to help create the type of community that they want to live in and an opportunity for law enforcement and public officers to partner with the community to create a city that can develop to its full potential.

3. 2012 *Hate Crime Statistics*, Federal Bureau of Investigation, accessed July 30, 2015, <http://www.fbi.gov/about-us/cjis/ucr/hate-crime/2012>.

Launch a Not In Our Town Campaign

You may be someone who is concerned about divisions in your neighborhood or school, or you may live in a community that has experienced hate-based threats or violence. After hosting a screening, you might discover that it is time to do something about these issues in your town.

Not In Our Town is a movement to stop hate, address bullying, and build safe, inclusive communities for all. Not In Our Town films, new media, and organizing tools help local leaders build vibrant, diverse cities and towns where everyone can participate.

The Not In Our Town approach is based on the premise that real change takes place at the local level. We focus on solutions to create a world where

- all residents stand together to stop hate and promote safety and inclusion for everyone;
- students and school leaders work to prevent bullying and intolerance and promote kindness;
- law enforcement and communities join forces to prevent hate crimes and violence.

It only takes one individual or a small group to stand up to hate and make a difference in their community, and we are committed to supporting people in that effort.

Use the **Not In Our Town Quick Start Guide** to launch a Not In Our Town campaign that fits your local needs. The ideas in this guide came from people in communities like yours who wanted to do something about hate and intolerance. Their successful efforts have been a shining light for the Not In Our Town movement.

You can download the Not In Our Town Quick Start Guide by going to <https://www.niot.org/guide/quickstart>. For more information about Not In Our Town, please visit <https://www.niot.org>.

Becoming a Not In Our Town Gold Star City

After 20 years of documenting stories of people standing up to hate and intolerance, Not In Our Town has built a model for towns who are working together to build safer, more inclusive communities. The Gold Star Cities initiative is a clear roadmap for people who have committed to working with their schools, local law enforcement, civic leaders, faith groups, and the media to not only respond to hate and bullying, but also to work together to prevent hate from happening. Not In Our Town provides step-by-step criteria, coaching, resources, and films to support communities in achieving Gold Star City status.

Not In Our Town is currently piloting the Gold Star Cities model throughout 2015–2016.

We believe one town can be a beacon of light for communities across the country who are standing up to hate and bullying. Will you join us?

To find out more information about the Gold Star Cities initiative, please visit <https://www.niot.org/goldstarcities>.

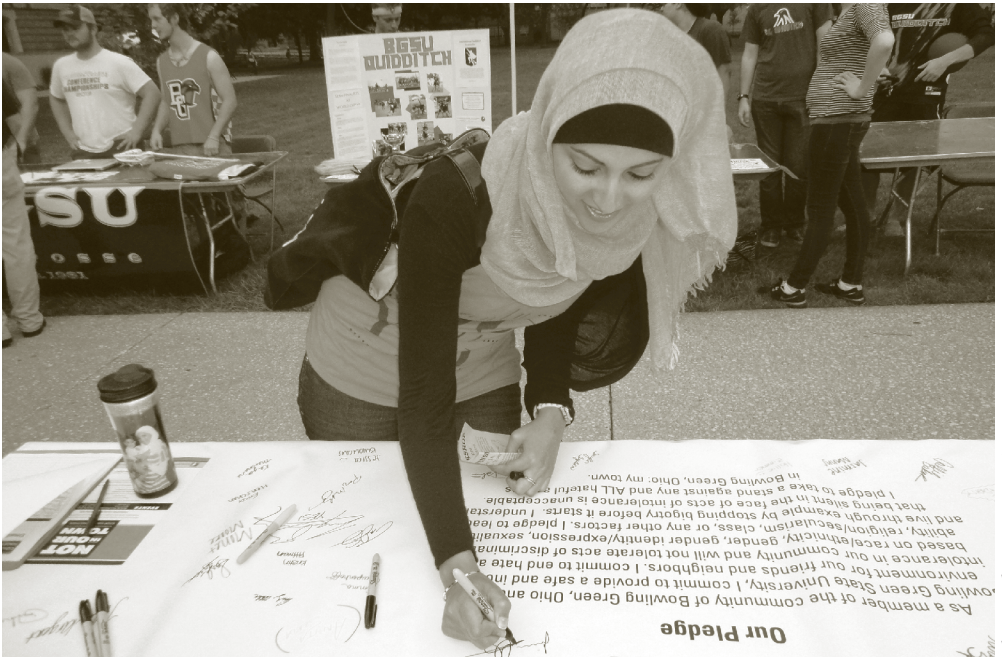


Photo credit: Not In Our Town

Bowling Green State University students sign the Pledge to Stop Hate.

Not In Our Town: Working together for safe, inclusive communities

The COPS Office and Not In Our Town have joined forces to create vital new tools to help law enforcement professionals and community partners work together to prevent hate crimes, improve hate crime reporting, and address underlying tensions that can lead to violence. Project resources include an online hub at NIOT.org/COPS, a series of new films and action guides highlighting successful practices, and a network of law enforcement leaders committed to spreading community policing strategies that promote safety and inclusion for all.

For more information, please visit www.niot.org/cops.

Resources

Videos

Waking in Oak Creek

<https://www.niot.org/cops/wakinginoakcreek>

Presented in conjunction with the COPS Office, this 30-minute film reveals the powerful and inspiring community response to intolerance after deadly hate crime shootings at the Sikh Temple of Wisconsin. In the year following the attack, the mayor, police department and community members are awakened and transformed by the Sikh spirit of Chardi Kala, or relentless optimism.

A Hate Crime Detective’s Message to High School Students

<https://www.niot.org/cops/media/hate-crime-detectives-message-high-school-students>

Monmouth County, New Jersey, Prosecutor’s Office bias crimes investigator Detective David D’Amico regularly visits schools to talk frankly and powerfully to the group responsible for the majority of these crimes—young people. His presentation includes cautionary advice not only about how derogatory words used online are hurtful but also about how they can make the user a target for recruitment by hate groups.

Community Responses to Hate Groups

<https://www.niot.org/niot-video/responsetohategroups>

This collection of short videos highlights communities around the country taking a stand against hate and intolerance.

Guides

Building Stronger, Safer Communities: A Guide for Law Enforcement and Community Partners to Prevent and Respond to Hate Crimes

<http://ric-zai-inc.com/ric.php?page=detail&id=COPS-P270>

This guide, produced by the COPS Office and Not In Our Town, offers leadership strategies and actions to help law enforcement agencies work with community partners. Real-life examples, documented by the Not In Our Town movement, illustrate how agencies can take positive steps in the aftermath of a hate crime and work with community stakeholders to create an atmosphere where hate is not tolerated. The guide also provides multiple lists of resources to promote action, engagement, and empowerment for the community and law enforcement.

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 law enforcement know that police alone cannot solve the problem of crime. Community involvement and collaboration is an integral part of any long-term crime reduction 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.

A Visual Database of Extremist Symbols, Logos and Tattoos

http://archive.adl.org/hate_symbols/default.html

Detective Ellen Vest worked with the Anti-Defamation League in compiling this database of hate symbols. Vest has used this database as a tool in analyzing graffiti and determining if an incident had a bias motive. The database is a valuable resource to both law enforcement and community leaders seeking to address hate incidents in their towns.

Appendix A. Talking Points for Facilitator

Definition of a hate crime

The Hate Crimes Statistics Act defines hate crimes as those crimes that “manifest evidence of prejudice based on race, gender and gender identity, religion, disability, sexual orientation, or ethnicity.”⁴ This is the definition used nationwide for the purpose of recognizing, reporting, and tracking hate crimes.

How hate crimes are reported

Two of the main sources for national hate crime data collection are the FBI and Bureau of Justice Statistics (BJS), but these agencies have different approaches. The BJS National Crime Victimization Survey⁵ (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 it does not matter whether or not they were reported to the police.

In the FBI Uniform Crime Report⁶ (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 hate crimes reporting gap

Hate crimes in the United States are seriously underreported and under-documented, hindering accurate assessment of the problem. A recent BJS report found that nearly two-thirds of hate crimes go unreported to law enforcement.⁷ This is because of the unfortunate belief by many victims that law enforcement will be unable or unwilling to address the problem. Such a breakdown in trust completely undermines the ability of law enforcement agents to perform their jobs.

It is imperative that law enforcement, prosecutors, and victim advocates do everything they can to build bridges of trust in the community to facilitate victim reporting and cooperation. First, it is essential that leadership make it clear that accurate reporting is a priority for the agency. Training is an effective means for accomplishing comprehensive hate crime recognition. Reaching out to victims and to witnesses and encouraging them to report is very important. In addition, intra-agency review of reports can enhance the accuracy of reporting.

4. *Hate Crime Data Collection Guidelines and Training Manual, Version 2.0* (Washington, DC: Federal Bureau of Investigation, 2015), 1, <https://www.fbi.gov/about-us/cjis/ucr/hate-crime-data-collection-guidelines-and-training-manual.pdf>.

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

6. “Uniform Crime Reports,” Federal Bureau of Investigation, <http://www.fbi.gov/about-us/cjis/ucr>.

7. Megan Meuchel Wilson, *Hate Crime Victimization, 2004–2012 - Statistical Tables* (Washington, DC: Bureau of Justice Statistics, 2014), 5, <http://www.bjs.gov/content/pub/pdf/hcv0412st.pdf>.

Local hate crime response

This space is provided for training and event leaders to share important details about local hate crime response and state laws.

In addition to a person making a 911 emergency call, who is the point of contact in this community to alert if there is a hate crime or bias incident?

What are the provisions of this state's hate crime statute? Which of these victim classes are covered: race, religion, ethnicity, sexual orientation, gender, disability? Is there a mandate for hate crime data collection or hate crime training for law enforcement personnel?



Who is the point of contact if an officer or a member of the community has a question about local law enforcement's hate crime reporting practices, response, or prevention activities?

Appendix B. Evaluation Survey

Note: To download a printer-friendly version of this survey, please visit <http://ric-zai-inc.com/ric.php?page=detail&id=COPS-W0769>.

Please return surveys to
 Not In Our Town / The Working Group
 PO Box 70232
 Oakland, CA 94612

Partners in
stopping hate

Film Evaluation of A Bowling Green Legacy

Please answer the following questions based on your recent viewing of A Bowling Green Legacy. Surveys should be returned to The Working Group / Not In Our Town, PO Box 70232, Oakland, CA 94612. Thank you for your participation.

1. Screening location: _____

2. How would you rate the following in reference to this film?

Item	Excellent	Good	Okay	Fair	Poor
a. Handling of topic presented	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
b. Overall impact of film	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
c. Effectiveness of group discussion (if applicable)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

3. Please check the response that is most accurate for you.

Results of viewing this film	Yes, very much	Yes, somewhat	No, didn't make a difference	Not applicable
a. I have more information or tools I can use in my work.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
b. I better understand the need to support hate crime victims or those targeted by intolerance.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
c. I have better ideas for building relationships between diverse groups and law enforcement in my community.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
d. I will seek ways to improve relationships between community leaders, students, educators, and law enforcement.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
e. I am more likely to take action to address hate and intolerance in my community.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

4. What opportunities or challenges do you anticipate in showing this film to your community or law enforcement agency?

About Not In Our Town

Not In Our Town (NIOT) is a national movement to stop hate, address bullying, and build safe, inclusive communities for all. Not In Our Town's unique approach combines documentary storytelling with on-the-ground training, social media, and organizing tools to help local leaders build vibrant, diverse cities and towns, where everyone can participate. Launched by a PBS film campaign in 1995, Not In Our Town now serves a network of over 250 schools and communities across the country who are standing against hate, bridging differences, and addressing inequality.

Our experience in communities across the country has shown that solutions to hate and intolerance emerge at the **local level**, where innovative methods can be tried and tested. Our work focuses on three areas fundamental to changing community climate and culture:

1. **Communities.** Hate and bigotry require a community-wide response, and NIOT has two decades of experience helping towns tackle these challenges. We are piloting the **Not In Our Town Gold Star Cities** program to **give communities concrete action steps to address intolerance** and create a culture that promotes diversity and inclusion.
2. **Schools.** Young people are the future change makers who can lead us to a better world, but they remain vulnerable to hate, intolerance, and bullying. **Not In Our School** works with educators, parents, and campus and school leaders to **give students the tools to increase empathy** and stand up for themselves and others.
3. **Law enforcement.** Community policing is a proven method of building trust between law enforcement and those they serve. NIOT is partnering with the U.S. Department of Justice Community Oriented Policing Service on the *Working Together for Safe, Inclusive Communities Initiative* to provide **hate crime prevention tools and resources to communities and law enforcement** agencies nationwide.

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 more than \$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.
- To date, the COPS Office has funded approximately 125,000 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.
- To date, the COPS Office has distributed more than 8.57 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.



This guide is designed as a tool for law enforcement and community stakeholders to facilitate discussions in conjunction with screenings of the 14-minute Not In Our Town film, *A Bowling Green Legacy*. Produced in collaboration with the COPS Office, the film examines how college campus leaders at Bowling Green State University in Ohio took action after racist incidents swept their town. In partnership with campus and city law enforcement as well as civic and community leaders, they launched a successful community- and campus-wide Not In Our Town campaign to build a safer, more inclusive Bowling Green. The guide provides discussion questions and tips for organizing internal law enforcement agency and community screenings, information about hate speech and bias, and supplemental resources. Used together, the film and guide can help agencies and community groups work together to prevent hate crimes, improve hate crime reporting, and support victims with adequate response.



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

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

Visit the COPS Office online at www.cops.usdoj.gov.



The Working Group /
Not In Our Town
PO Box 70232
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