



Fort Collins / Not In Our Town Alliance
SUPPORTING DIVERSE COMMUNITY

presents

UPROAR

A handbook of Best Practices to
address, prevent and respond to Hate Violence
in your community

researched and assembled on behalf of FC NIOTA
by Elissa J. Tivona
June, 2005

For more information about the Fort Collins Not In Our Town Alliance Campaign,
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Fort Collins / Not In Our Town Alliance
SUPPORTING DIVERSE COMMUNITY

Our Pledge:

We are citizens of Ft. Collins, Colorado who are combining our energies to challenge discrimination and bigotry, which spawn the cancer of hate violence in our communities and institutions and to help others to do the same. When hate prevails, the very fabric of our democracy unravels. Together, we commit to keep this from happening here by proclaiming "not in our town." We pledge to act with heart and courage to create and sustain a community in which the humanity and dignity of every person is nurtured and protected, thus preventing the escalation of hate motivated behavior and preserving basic civil rights for every citizen in our midst.

Signed:

Members of Ft. Collins NIOTA; June, 2005

UPROAR

NIOTA'S Handbook:

In order to fulfill our pledge, we have conducted extensive research into the *BEST PRACTICES* being used in communities across the United States to address expressions of hate and the violence that results. We have learned much from the growing list of successful local, state and federal programs. Numerous studies and reports outline detailed strategies covering both the prevention of hate incidents as well as appropriate responses to hate acts. Both of these dimensions are carefully calculated to create and publicize a climate where any act that threatens the safety of communities and the well-being of all citizens is unacceptable.

Our goals are to empower you, your neighbors and friends to take effective action to stop the insidious spread of hate and bigotry, and to share the proven practices and collaborative programs that thousands of others have implemented in their communities. All over the United States, residents like us have taken personal responsibility for reducing prejudice and for building community harmony, and we stand firm in our belief that hate crime has no place in our towns! Thank you for your interest and commitment. We hope that this reference guide proves useful to you in designing successful programs for your communities and institutions.

Table of Contents

NIOTA's handbook is organized into sections based on the acronym UPROAR. In this manner we offer you and your local organization tools to stage an effective *UPROAR* ("a show of public outrage") to counteract every expression of hate perpetrated in your community. Use these sections – Understand, Prevent, Report and support, Organize And Respond -- along with additional citations to useful resources, to strengthen your own vision and solidify alliances with all those who share your vision of peaceful tomorrows.

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Useful Resources On-line and in Print

American Arab Anti-Discrimination Committee,	www.adc.org
Anti-Defamation League	www.adl.org
Building Inclusive Communities	www.lmnc.org/services/bicinitiative.cfm
Center for the Prevention of Hate Violence	www.cphv.usm.maine.edu
Center for Nonviolent Communication	www.cnvc.org/
Hate Crimes Research Network	www.hatecrime.net
Human Rights Campaign	www.hrc.org
IACP - International Associations of Chiefs of Police	www.theiacp.org
Language of Peace Workshop	http://grove.ufl.edu/~hardman/peace.html
Leadership Conference on Civil Rights	www.civilrights.org
National Conference for Community and Justice	www.nccj.org
National Criminal Justice Association	www.ncja.org
National Gay and Lesbian Task Force	www.nglft.org
Nonviolent Peaceforce	www.nonviolentpeaceforce.org
Not in Our Town PBS	www.pbs.org/niot/
Office for Victims of Crime	www.ojp.usdoj.gov/ovc
Partners Against Hate	www.partnersagainsthate.org/
Peace Jam	www.peacejam.org
Political Research Associates /Center for Democratic Renewal	www.publiceye.org
Southern Poverty Law Center	www.splc.org
Study Circles	www.studycircles.org
U.S. Department of Justice/Bureau of Justice Assistance	www.ojp.usdoj.gov/bja
U.S. Department of Justice/Community Relations	www.usdoj.gov/crs

Section 1

U – Understand

Understand: Frequently asked questions (FAQ's)

At its most fundamental level, hate violence is an aggressive expression of prejudice against another person or group of people simply because of who and what they are. American communities have learned the hard way that failure to address bias crimes can cause an isolated incident to fester and result in widespread tension. Hate crimes are unique because they have a special emotional and physical impact that extends beyond the original victim. They intimidate others in the victim's community, causing them to feel isolated, vulnerable, and unprotected by the law. By making members of a specific group fearful, angry and suspicious, these crimes polarize communities and damage the social fabric of our society.

The first step in successfully addressing the problems associated with hate and bias in a community is to clearly understand what constitutes hate crime, and the threat posed by recurrent bias and hate incidents, which often lead to escalation of crime and violence. In order to help you make these distinctions we have republished the series of frequently asked questions and suggested responses drawn in part from the Partners Against Hate website www.partnersagainsthate.org/

What is a hate crime?

Suggested Response: The definition of a hate crime developed at the 1998 International Associations of Chiefs of Police Summit on Hate Crime in America is "A hate crime is a criminal offense committed against persons, property or society that is motivated, in whole or in part, by an offender's bias against an individual's or a group's race, religion, ethnic/national origin, gender, age, disability or sexual orientation. The role played by these personal characteristics in motivating the offender is the key difference between hate crimes and other crimes". (The federal definition of hate crimes addresses civil rights violations under 18 U.S.C. Section 245.)

Can a hate crime be committed with words alone?

Suggested Response: The use of bigoted and prejudiced language does not in and of itself violate hate crime laws. This type of offense is frequently classified as a *bias or hate incident*. However, when words threaten violence, or when bias-motivated graffiti damages or destroys property, hate crime laws may apply.

Why do hate crimes occur?

Suggested Response: Hate crimes often occur as a result of prejudice and ignorance. A lack of understanding about differences among people and their traditions contributes to fear and intolerance. Left unaddressed, these sentiments may often lead to acts of intimidation, recurrent bias incidents and ultimately hate-motivated violence.

How widespread is hate violence?

Suggested Response: The federal Hate Crimes Statistics Act of 1990 (Public Law 102-275 April 23, 1990) encourages states to report hate crime data to the Federal Bureau of Investigation (FBI). Twenty-three states and the District of Columbia require the collection of hate crime data. In 1997, 11,211 state and local law enforcement agencies voluntarily reported 9,861 hate crime offenses to the FBI.

Is there an increase in hate crimes following national crisis or other difficult times?

Suggested Response: While direct correlations are always difficult to establish, there is strong evidence that when the country faces traumatic events, such as the tragic events on September 11, 2001, hate crimes escalate. In the weeks following the attacks on the World Trade Center, the Pentagon, and in Pennsylvania, the FBI initiated numerous hate crime investigations involving reported attacks on Arab American citizens and institutions. These ranged from verbal harassment to physical assaults. There were also increased reports of mosques being firebombed or vandalized. Attacks on people with no cultural, political, or ethnic affinity with any Middle Eastern group, but who “looked Arab” or “looked Muslim,” also became common. In the wake of the emotional upheaval that followed 9/11, the United States Commission on Civil Rights (USCCR) established a toll-free hotline to document claims of discrimination, harassment, and hate crime. Due to the overwhelming response, the USCCR expanded its capacity to collect information by initiating a second toll-free hotline. During one 12-hour period following the attacks, the volume of calls peaked at approximately 70 calls per hour.

How do hate crimes affect local communities?

Suggested Response: Hate crimes are committed with the intent not only of sending a message to the targeted victim, but also to the community as a whole. The damage done to victims and to communities through hate crimes cannot be qualified adequately if one only considers physical injury. The damage to the social fabric of a community where a hate crime has occurred must also be taken into account. Hate crimes, in effect, create a kind of public injury because they rapidly erode public confidence in being kept free and safe from crime. To that extent, crimes of this nature traumatize entire communities, and criminal perpetrators become further empowered by their own intimidation tactics and ability to create fear in the minds of minorities.

Does bias have to be the only motivation in order to charge someone with a hate crime?

Suggested Response: In general, no. Although the answer may depend on how courts in a particular jurisdiction or State have interpreted its hate crime laws. It is not uncommon for people to commit crimes for more than one reason. Many hate crimes are successfully prosecuted even when motivations in addition to bias are proven.

Someone has repeatedly written "nigger" on the bathroom walls of our school. It's usually in chalk or washable marker. Is this a hate crime? Should we call the police?

Suggested Response: The children in your school need to understand that it is wrong to write any kind of racial slur anywhere. However, if the writing is in washable marker or chalk and can be easily erased, it is not considered a hate crime. It may be hard to get the police involved in an incident of washable graffiti on a bathroom wall. However, if a good working relationship has been established with local law enforcement then they will most likely want to be alerted to the incident and offer their assistance to keep such incidents from reoccurring.

It is a good idea to take a picture of the graffiti in case the behavior continues, but as soon as possible, wash the wall to remove the hurtful language. Leaving language that demeans any group of people visible for any length of time is demoralizing to the group targeted and can poison the atmosphere of the school.

Encourage children to report graffiti that they see in the school to an adult. Also use the situation to talk with students about everyone's responsibility to address expressions of hate. Help students understand that removing hateful words, pictures, or symbols from areas in and around their school is an important way that they can act against bias and hate. It also sends a message

to the perpetrators of bias-motivated behavior that it is offensive and everyone does not share their thinking.

Someone painted swastikas and wrote "death to the Jews" on the front of our school building. A lot of the teachers wanted to clean it off immediately, but our school principal wouldn't let us. It was so painful to see the kids walk into that school -especially the Jewish kids. What should we do? Is this a hate crime?

Suggested Response: Defacing a public building with racial threats is a hate crime and must be investigated by local law enforcement authorities. Until the graffiti can be removed permanently, however, it is a good idea to cover the words and symbols with some kind of temporary covering as quickly as possible. Letting such violent, hate-filled threats remain visible on school property can be terrifying for the targeted population. It also sanctions the message and contributes to an atmosphere that tolerates bigotry and could lead to violence.

In addition to identifying and punishing the perpetrator(s) of this hate crime under applicable laws, it is important to address the feelings of the intended targets and of the community as a whole. These can be accomplished in a variety of ways:

- * Send a letter to all families in the community telling them about the incident and outlining the school's response.
- * Invite parents and families to come to the school to talk about issues of racism, prejudice, and diversity as they affect children.
- * Reach out to the families of the children who were targeted by the graffiti, particularly if they are a minority in the school.

This outreach would be most effective if initiated by both a school official and law enforcement authority, as parents of victims will most likely have questions about protection, but will also want to know how the school is handling the situation.

How you help the students who are targeted by graffiti depends on several factors, including their ages, their numbers, and the preferences expressed by both them and their families. Many students would probably prefer not be singled out any further than they already have been. At a minimum, they should be provided with an opportunity to talk with a school counselor or administrator about their feelings following the incident.

This does not mean, however, that there is no discussion about what has happened? Not having honest, open discussions when events like this happen, opens the door to rumors, exaggerations, and blaming. It is important for all students to know that hate-related graffiti harms everyone, not just its intended victims, and that it is a crime. Either in a school assembly, or through visits to individual classrooms, it is important to talk about ways the school is responding to the incident and restoring a sense of safety.

In addition to talking about what happened, it might be helpful to mobilize the school community to take positive action. Taking such actions will counter the feelings of helplessness and vulnerability that often follow a hate incident. Students and others in the community can join together to clean up graffiti in the school or in other public buildings. Students can create posters or collages that celebrate diversity or that reflect the diverse populations represented in the school and in the community at large for display in the school.

What can parents and educators do to prevent the spread of hate-motivated behavior?

Suggested Response: Among the most important things that adults can do to reduce the spread of hate-motivated behavior is to help young people learn to respect and celebrate diversity. Research shows that children between the ages of 5 and 8 begin to place value

judgments on similarities and differences among people. Moreover, children's racial attitudes begin to harden by the fourth grade, making the guidance of adults during this time period particularly important. It is essential that adults talk openly and honestly with children about diversity, racism, and prejudice. In schools, teachers and administrators should engage in educational efforts to dispel myths and stereotypes about particular groups of people and whenever possible work with parents and local law enforcement authorities so that such an effort is supported on many fronts.

Can hate crime laws be used against hate on the Internet?

Suggested Response: If a person's use of the Internet rises to the level of criminal conduct, it may subject the perpetrator to an enhanced sentence under a State's hate crime laws. Currently, 40 States and the District of Columbia have such laws in place. The criminal's sentence may be more severe if the prosecution can prove that he or she intentionally selected the victim based on his or her race, nationality, religion, gender, or sexual orientation. However, these laws do not apply to conduct or speech protected by the First Amendment.

Understand: *Laws and Programs enacted to address hate crime*

Federal Legislation

Hate Crime Statistics Act Enacted in 1990, the HCSA requires the Justice Department to acquire data on crimes which "manifest prejudice based on race, religion, sexual orientation, or ethnicity" (later extended to disability) from law enforcement agencies across the country and to publish an annual summary of the findings. A breakdown of incidents and crimes per group is documented in Hate Crime Statistics (2003) From the FBI Uniform Crime Report and can be found on-line at www.jewishvirtuallibrary.org/jsource/anti-semitism/hate03.html

Hate Crimes Sentencing Enhancement Act (Public Law 103-322 § 28003) This measure was passed in September, 1994 to increase the penalties for federal crimes where the victim was selected "because of the actual or perceived race, color, religion, national origin, ethnicity, gender, disability, or sexual orientation of any person."

Violence Against Women Act of 1998 In 1998, Congress passed the Violence Against Women Act, a comprehensive federal response to the increasing violence directed at women because of their gender.

Church Arson Prevention Act of 1996 In 1996, the Church Arsons Prevention Act was signed into law in response to the rash of fires at churches with predominantly African American congregations.

Amendment to the Higher Education Act, 1998 Congress required the Department of Education to collect information on a variety of crime categories, including: acts directed at individuals because of their race, religion, sexual orientation, national origin, and disability, from the nation's 6,000 postsecondary institutions and to make the information widely available.

Re-authorized Elementary and Secondary Education Act (now called the No Child Left Behind Act) Contains provisions on hate crime prevention training and technical assistance.

State Legislation

Currently, all 50 States and the District of Columbia have hate crime laws on the books. For a State by State review of this legislation visit the website:
www.partnersagainsthate.org/hate_response_database/laws.cfm

Colorado Statutes include the following:

- **C.R.S. 18-9-121** Criminalizes injury to person or property of another because of that person's "actual or perceived race, color, ancestry, religion, or national origin, physical or mental disability, or sexual orientation"
- **C.R.S. 13-21-106.5** Provides for civil damages for destruction of property or bodily injury committed because of victim's actual or perceived race, color, religion, ancestry, or national origin (amendment pending on inclusion of physical or mental disability & sexual orientation)
- **C.R.S. 18-9-113** Criminalizes damage to venerated objects.

Presidential Leadership

Clinton Administration

On November 10, 1997, the first White House Conference on Hate Crimes was convened in Washington, D.C. Several new efforts were announced at the conference including: Regional U.S. Attorney-led Police-Community Hate Crime Workshops (HCWGs); Coordinated Law Enforcement Hate Crime Training Programs; Improved Data Collection on Hate Crimes; DOJ/DOE Activities to Educate Youth About Hate Crimes.

Bush Administration

The series of disturbing attacks against individuals perceived to be Arab, Muslim, South Asian, or Sikh, in the aftermath of the September 11 terrorist attacks, prompted several key administration officials to speak out against hate crimes. On September 26, 2001, in a meeting with Sikh leaders at the White House, President Bush pledged "our government will do everything we can not only to bring those people to justice, but also to treat every human life as dear, and to respect the values that made our country so different and so unique. We're all Americans, bound together by common ideals and common values."

Federal Agency Programs – Places where you can seek help!

U.S. Department of Justice (DOJ) The Department of Justice has over 9 programs that it actively employs to address hate crime violence. These are summarized as follows:

• FBI Hate Crimes Statistics Monitoring

Under the Hate Crimes Statistics Act (HCSA), the FBI conducts law enforcement training, and maintains an updated [Hate Crime Data Collection Guidelines](#) manual (PDF) and a [Guide for Hate Crime Data Collection](#) (PDF). By incorporating HCSA summary data in its annual [Crime in the United States](#) report, the FBI demonstrates that hate crimes data collection is an important part of all FBI data collection activities. In 1997, the FBI divided its [Civil Rights Unit](#) into a Color of Law Unit and a Hate Crime Unit.

• Interoffice Collaboration

The Justice Department's many offices have developed several versions of a hate crime curriculum for law enforcement personnel. In addition, many U.S. Attorneys have assisted in the strengthening of Hate Crime Working Groups across the country.

• Public Education and Data Collection

The Community Relations Service (CRS) is the only Federal agency charged with assisting communities that are addressing inter-group disputes. For example the CRS provided direct training to the Fort Collins Clergy Hate Incident Response Team. In addition to its other duties in mediation and coordination, the CRS published a bulletin in 1998 entitled *Hate Crime: The Violence of Intolerance*. The CRS was also particularly instrumental in the hate crimes data collection process.

• Technical Assistance to Law Enforcement

The [Office for Victims of Crime](#), has developed a training curriculum for use by law enforcement officials to improve the assistance given to victims of hate crimes.

• Hate Crimes Assessment and Reduction Plan

The Office of Juvenile Justice and Delinquency Prevention (OJJDP) began assessing the magnitude of hate crimes in 1993. OJJDP has also supported the development of a broad curriculum, *Healing the Hate: A National Bias Crime Prevention Curriculum for Middle Schools*. (See Section 2)

• *Supported Research*

The Bureau of Justice Statistics (BJS) has funded researchers from the Center for Criminal Justice Policy Research at Northeastern University as they study the differences in hate crimes reporting rates among law enforcement agencies. Additionally, the BJS is supported in developing a bias crime component to its National Crime Victimization Survey.

• *Grant Initiatives*

The Bureau of Justice Assistance (BJA) has been actively involved in funding innovative initiatives to address hate crime. In 1997, the BJA funded a National Criminal Justice Association report on Federal, State, and local response to hate crimes, *A Policymakers Guide to Hate Crimes*. BJA also funded an International Association of Chiefs of Police (IACP) 1998 national summit and awarded several 1998 grants for hate crimes education, coordination, and outreach programs. Through the National District Attorneys Association, BJA is funding crucial training for prosecutors across the nation.

• *Expanded Coverage of Hate Crimes*

The Office on Violence Against Women oversees implementation of the Violence Against Women Act (VAWA) and tracks the incidence of VAWA criminal provisions.

• *Community-Oriented Law Enforcement*

The Office of Community-Oriented Policing Services (COPS) provided critical funding support for the 1998 IACP Hate Crime Summit.

U.S. Department of Education (DOE)

The Department of Education has continued to support efforts at public outreach and education around the issue of bias-related crimes. In 1996, the Anti-Defamation League's A WORLD of DIFFERENCE Institute received one of several national grants to help prevent and reduce the incidence of bias-related crime. The grant support assisted the ADL in its work with four high schools and their feeder elementary and middle schools in California, Nebraska, and New York. Through the Office for Civil Rights, the DOE provided counsel in the development of a new publication, *Protecting Students from Harassment and Hate Crimes: A Guide for Schools*.

Commission on Civil Rights (USCCR)

The U.S. Commission on Civil Rights consistently holds hearings and briefings on race relations and hate violence. Most recently, the Commission held community forums on suspicious church fires in six southern states.

U.S. Department of the Treasury (DOT)

Agents from the Bureau of Alcohol, Tobacco, and Firearms [<http://www.atf.treas.gov/>] assisted in the investigation of fires at Churches with predominantly African American congregations as part of the National Church Arson Task Force. The Department has also supported an important bias crime training program through its Federal Law Enforcement Training Center (FLETC).

U.S. Department of Housing and Urban Development (HUD)

HUD teamed up with the National Council of Churches, the Congress of National Black Churches, Federal Emergency Management Authority (FEMA) and the Bureau of Alcohol, Tobacco, and Firearms (BATF) to discuss enforcement and church arson prevention. HUD also sought to expand civil penalties for hate crimes under Fair Housing Act violations.

Section 2

P – Prevent**Prevention: Is Hate Crime Preventable?**

Yes! In communities across the country, program after program has proven that prejudice reduction and violence prevention are vital to reducing the incidence of hate crime. The central purpose of these programs is to create and maintain conditions in which prejudice gives way to tolerance and bias-motivated violence is replaced with peaceful problem-solving techniques. Collaboration among schools, communities, and justice system agencies, all working together toward this common purpose, is the most vital contributing factor to the success of hate violence prevention. We offer the following 18 recommended proactive initiatives, which communities can undertake to prevent bias-motivated incidents and hate crime. This list was developed by and is distributed with permission of I.A.C.P. Summit participants.

Prevention: I.A.C.P. "Best Practice" Recommendations**Increase Public Awareness.**

An informed citizenry is the cornerstone of our democratic society. Citizen involvement is essential to the success of any program to reduce prejudice and prevent bias-related crimes.

1. Create multidisciplinary planning processes to develop coordinated approaches to prevent and respond to hate crime. Some communities already engage in crime prevention planning processes that include representatives of business, religious institutions, advocacy groups, public and private schools and colleges, and the full spectrum of justice agencies. Every community should maintain or develop a strategic crime prevention planning process that includes a focus on hate crime, and view planning as an ongoing responsibility, not just a one-time project.

2. Create local Human Rights Commissions or other forums to promote community harmony and stability. All citizens should be encouraged to talk about their differences and commonalities and to share their visions of safe and healthy communities. HRCs or other organized forums can sponsor community events that bring people together to learn about and celebrate one another and provide multicultural training in many facets of community life.

3. Focus public attention on issues of prejudice, intolerance, and the ways that hate crime affects community vitality and safety. Community and justice system leaders, particularly police chiefs, must continue to speak out forcefully against intolerance, bigotry, and hate crime, not only in the aftermath of high-profile incidents, but at all times. Citizens must recognize that hate crimes, and even bias-motivated behaviors that are not criminal, victimize not only the targeted individuals or groups, but the entire community. Communities become victims when hate crime erodes mutual respect and civility, and undermines the citizens' sense of well-being and safety.

4. Develop and distribute public information to promote values of tolerance and social equality. Justice agencies, private foundations, and community groups should collaborate to develop hard-hitting, culturally relevant endorsements of the value of tolerance and understanding that can be disseminated through print and electronic means to diverse audiences.

5. Raise awareness of the goals and activities of organized hate groups. Hate groups are less effective in sowing seeds of social unrest and conflict when their activities (including Internet hate sites) are brought to light. Continuous monitoring of hate group activity is vital for contravening their influence on children, youth, and other groups vulnerable to their toxic diatribe. Their messages of bigotry and intolerance can be countered by community leaders, schools, and justice agencies with truthful information that promotes mutual understanding and honors diversity.

6. Develop national, regional, and/or state task forces to understand and counter the influence of organized hate groups. Because the influence of many organized hate groups is national or regional, strategies to counter their hate-producing efforts must also be national or regional, and be developed by broad-based coalitions of political, business, religious, community, and justice system leaders. Strategies to contain and counteract the negative influences of hate groups, while respecting their First Amendment rights, require creativity, persistence, and constant vigilance. The United States Department of Justice/United States Attorney Hate Crime Task Force Initiative can serve as a model and a vehicle for coordinated efforts.

Educate Children and Young Adults.

Teaching our children to respect differences and celebrate diversity is essential to prevent development of prejudiced attitudes that can lead to hate crime. Because conflict is a fact of human life, children must also be given tools to deal with conflict constructively, to become "peacemakers."

7. Involve parents in efforts to prevent and intervene against bias-motivated behavior of their children. Parents should be engaged in hate crime prevention in a variety of ways, from helping to design and deliver conflict-resolution and hate crime prevention curricula, to participating in mediation and conflict resolution activities in their children's schools. Schools should consider involving parents of children expressing prejudicial beliefs or behaving in discriminatory ways in interventions to prevent the speech or behavior from escalating into more harmful criminal acts.

8. Foster a "zero-tolerance" atmosphere in schools and colleges. Written codes of conduct for students, teachers, and other employees should express support for peaceful conflict resolution and clearly delineate the consequences for engaging in bias-motivated behavior. Codes of conduct should be readily available to students, parents of students, faculty, and other employees.

9. Provide every student and teacher the opportunity to participate in hate crime prevention courses and activities. Hate crime prevention curricula can be used in general and alternative classroom settings, schools experiencing bias crime problems, with student government leaders, in after-school programs, and in teacher training. The Education Development Center, with support of the Office of Juvenile Justice and Delinquency Prevention, has prepared a model curriculum for middle and high school students designed to reduce prejudice and prevent crimes based on intolerance. The U.S. Departments of Education and Justice collaborated to produce a manual that provides guidance to schools and communities to develop school-based hate crime prevention programs.

10. Incorporate hate crime education into existing curricula. Schools and colleges should encourage faculty to incorporate hate crime education into existing curricula in subject areas such as health, geography, social studies, history, and civics. Studies in these and other areas offer many opportunities to promote tolerance and to illustrate the negative individual and societal impacts of prejudice and bigotry.

11. Reinforce diversity training and multicultural education at early ages. Multicultural education diminishes reliance on stereotyping, and reduces the chances of miscommunication between members of cultural groups. To develop an appreciation of similarities and differences among groups of people, children and young adults should learn about the many cultures that make up American society.

12. Provide conflict resolution training to all children. Children should be taught skills essential to peaceful conflict resolution, including active listening, appropriate expression of feelings, negotiation, and interruption of expressions of bias. There are model curricula and approaches appropriate for various age levels and contexts, including New York City's Resolving Conflict Creatively Program (RCCP), peer mediation initiatives, the "peaceable school" approach, as well as parent-led and community-based efforts.

13. Intervene with students who express discriminatory beliefs before their behavior escalates. Standards for recognizing and responding appropriately to discriminatory expressions and behavior should be clearly articulated and widely disseminated to students, teachers, and parents. Faculty and other staff should be trained to identify early warning signs of risk of hate incidents and crimes. Schools and colleges should

offer counseling, mentoring, and educational opportunities for all students who exhibit prejudicial beliefs and behaviors. Efforts of organized hate groups to disseminate information to students or recruit them as members should be carefully monitored.

Educate Community Groups and Leaders.

Community leaders and citizen groups should have the skills and knowledge to recognize and actively resist intolerance and hate-motivated actions in their neighborhoods and jurisdictions.

14. Inform vulnerable groups and individuals about ways to protect themselves from bias-motivated incidents and crime. Individuals or groups that could be a target of hate crime because of race, religion, ethnic/national origin, gender, age, disability, or sexual orientation should be informed about ways to prevent being victimized. Justice system and other professionals should train and counsel potential victims to help them recognize threatening situations and to provide conflict resolution and other coping skills to enable them to deal effectively with bias-motivated behaviors. Vulnerable individuals should be informed about the importance of reporting bias-related incidents and the support that is available for seeking redress of discriminatory actions. Training materials should be published in different languages to reduce language and cultural barriers to reporting.

15. Provide knowledge and impart skills to recognize and defuse high-risk situations.

Community groups and leaders should seek training and support from a coalition of justice system agencies, teachers, social service professionals, and victim advocacy groups to identify patterns of prejudice and discrimination before they escalate into hate incidents or crimes. Coalitions should also train community leaders in techniques for defusing and addressing identified high-risk situations. Professional mediation and conflict resolution services should also be available to support the ongoing prevention efforts of community leaders and neighborhood groups. The Department of Justice Community Relations Service can provide support in this area.

Encourage Strategic Planning and Collaborative Problem-Solving.

Ongoing collaboration of citizens, elected officials, and public employees to develop strategic hate crime prevention enhances chances for success. Citizens who participate in governmental decision making processes are more likely to assume their share of responsibility for specific outcomes and the overall quality of life in their communities.

16. Develop mechanisms for ongoing problem-solving within local communities. To prevent unresolved racial, ethnic, or other tensions from erupting into hate incidents or crimes, communities should establish coalitions of political, business, religious, and justice system leaders to encourage ongoing dialogue about current problems and recommend collaborative approaches for resolving them. These coalitions could be the same groups that are involved in long-range strategic planning to prevent hate crime.

17. Encourage responsible and accurate media coverage. The media should be urged to report on hate crimes accurately, to treat victims with dignity and sensitivity, to provide balanced coverage of organized hate group activities, and to highlight community partners' successes in preventing and responding to hate crimes.

18. Improve accuracy and completeness of information about the incidence of and response to hate crime. Citizens need to know the facts about hate crimes and current responses to them, so they can more effectively prevent hate crime and deal with its impact on communities. Achieving greater accuracy in documenting hate crimes depends to a large extent on developing shared definitions and reducing barriers to comprehensive reporting, as discussed in several recommendations that follow.

Prevention: Additional Best Practices

Push for Hate Crime Ordinances as Deterrents

A core responsibility of government is to protect the civil rights of its citizens and to advance its inherent obligation to ensure good race and ethnic relations. Any government can confirm its commitment to the safety and well-being of its citizens by establishing an ordinance against hate crime activity or enhancing the punishment for hate crime. It can also encourage compliance with existing equal opportunity statutes.

Local governments can be lobbied to establish an ordinance against hate activity modeled on existing hate crime laws in effect in that State, such as enhanced punishment in criminal acts motivated by bias against the victim's

race, color, religion, national origin, ethnicity, gender, disability, or sexual orientation. Compliance with existing statutes may require citizens to lobby for training law enforcement officers, imposing fines or penalties when ordinances are violated, reviewing licenses or privileges, reviewing tax exempt status, and providing incentives or awards. Local governments may also establish boards or commissions to review and analyze hate crime activity, create public service announcements, and recommend counter measures.

Take Local Action to Improve Communication

An unresolved hate crime may escalate unresolved racial and ethnic friction into a community-wide conflict or civil disturbance. Communication and interaction between majority and minority groups is often a key factor in preventing tensions or restoring harmony.

A Human Rights Commission (HRC) can facilitate and coordinate discussions, training, and events for the benefit of everyone. A HRC can create a forum for talking about racial and ethnic relations and encourage citizens to discuss their differences, commonalities, hopes and dreams. Forums could focus on the common features of community life, including economic development, education, transportation, environment, cultural and recreational opportunities, leadership, community attitudes, and racial and ethnic diversity. The Commission can use multicultural training and special events to promote harmony and stability. Also, see *A Policymaker's Guide to Hate Crimes*, published by the Bureau of Justice Assistance (BJA), U.S. Department of Justice. Contact BJA at: 1-800-688-4252, or visit their home page at www.ojp.usdoj.gov/BJA.

Form Coalitions to Create a Positive Climate

Racial and ethnic tensions increase during periods of economic downswing. Hate crimes may occur when unemployed or underemployed workers vent anger on available scapegoats from minority groups.

Coalitions of representatives from political, business, civic, religious, and community organizations help create a positive climate in the community and encourage constructive dialogue. Coalitions can recommend initiatives to help racial and ethnic communities affected by the loss of jobs, including programs and plans to help local government ensure an equitable disbursement of public and private funds, resources, and services.

Monitor for Inclusion to Increase Confidence in Government

Hate crimes can often be prevented by policies designed to promote good racial and ethnic relations. Local governments can assure that everyone has access to full participation in the municipality's decision-making processes, including equal opportunity for minorities to be represented on appointed boards and commissions. Local governments might institute a policy of inclusion for appointments on boards and commissions. The policy could require listing all appointive positions and notifying all racial and ethnic groups of open seats through minority media.

Introduce Programs Where Schools and Police Must Work Together

Racial and ethnic tensions may increase in schools when there are rapid demographic or socio-economic changes. Tensions may result from the perception of unequal educational opportunities or disparate practices in hiring faculty and school staff.

Preventing and dealing with hate crimes and hate-based gang activity in schools are the responsibility of school and police officials, who should work together to develop a plan to handle hate crimes and defuse racial tensions. Hate crimes can be school-related, community-related, or a combination of both. Officials should consider prevention and response roles, identify potential trouble sites, and plan for phased police intervention. Tension can be eased by regular communication with parents, students, media, and other community organizations. Mediation and conflict resolution classes develop the capacity of young people to peacefully settle disputes and conflicts. For more information on how to prevent and counter hate crime in schools, contact the Office for Juvenile Justice and Delinquency Prevention (OJJDP), U.S. Department of Justice. See also OJJDP's *A National Hate Crime Prevention Curriculum for Middle Schools*. Contact OJJDP at: 1-800-638-8736, or visit their home page at www.ncjrs.org/ojjhome.htm. For additional resources see Sample Curricula listed below.

Control Rumors that Fuel Racial Tensions and Conflict

Law enforcement officers believe rumors aggravate more than two-thirds of all civil disturbances. When racial or ethnic tensions may become heightened by exaggerated rumors, a temporary rumor control and verification center is an effective mechanism to ensure accurate information.

A temporary rumor control and verification center typically is operated 24 hours a day during a crisis period by a local government agency. It is staffed by professionals and trained volunteers. The media and others should publicize the telephone number.

Enlist the Media As a Helpful Ally

The influence of print and broadcast media is critical in shaping public attitudes about hate crime, its perpetrators, and the law enforcement response. The media can play an important role in preventing hate crimes from increasing community tensions. Local officials should designate an informed single point-of-contact for hate crime information. Accurate, thorough, and responsible reporting significantly improves the likelihood that stability and harmony will be restored. The media can promote public understanding of mediation and conflict resolution processes, and help alleviate fear, suspicion, and anger.

Prevention: Sample Curricula and Resource Materials**HEALING THE HATE**

Publication Date: January, 1997
Authors: Karen McLaughlin/Kelly Brilliant
ISBN: 5626 (Length: 214 pp)
Order Info: EDC's secure website <https://secure.edc.org/publications/prodView.asp?296>

Description: Designed for use in middle schools and youth organizations, this curriculum deals with the extent of hate crime in the United States and presents strategies that are proving effective in reducing hate crimes among our youth. Centered on the principles that violence and prejudice are learned behaviors which are preventable and that students can develop critical thinking skills to respond to and prevent hate crime, this flexible 10 unit curriculum includes interactive classroom exercises to provoke debate about issues and ideas, to illustrate the profound impact of hate crime, and to help students develop skills to recognize and counteract prejudice through involvement at the school and community levels.

TEACHING TOLERANCE

Publication Information: A Project of the Southern Poverty Law Center www.splc.org
Contact information: Website <http://www.tolerance.org/teach/resources/index.jsp> for order form.
 Fax to 334-956-8486,
 Mail to Teaching Tolerance Order Dept.
 400 Washington Avenue; Montgomery, AL 36104
 All items shipped 4th Class Library Rate, allowing six to eight weeks for delivery.
 If faster delivery is desired, call the Order Department at (334) 956-8293.

Description: Teaching Tolerance consists of SPLC's award-winning anti-bias materials designed to help the education community promote respect and equality in schools. The following Magazine, Kits and Handbooks are freely available:

- **Teaching Tolerance:** Published twice a year, SPLC's magazine profiles educators, schools and programs promoting diversity and equity in inspirational and replicable ways.
- **Starting Small:** Designed for in-service programs, this training tool for early grades educators profiles exemplary pre-K through 3rd grade classrooms in which peace, equity and justice are guiding themes.
- **I Will Be Your Friend:** This musical anthology for the grades 2-5 teaches activism through music, acknowledging our nation's proud tradition of singing for social change.
- **Mighty Times: The Legacy of Rosa Parks:** Recommended for middle and upper grades, this Academy Award-nominated documentary film and accompanying resources bring the Montgomery Bus Boycott alive for today's students.

- **Mighty Times: The Children's March:** Recommended for middle and upper grades, this Academy Award-winning documentary film and accompanying resources tell the heroic story of the young people in Birmingham, Alabama, who brought segregation to its knees.
- **America's Civil Rights Movement:** The story of the struggle to end official apartheid in the U.S. is told through the Academy Award-winning film, "A Time for Justice," and accompanying resources designed for middle and upper grades.
- **A Place at the Table:** Narrated entirely by young people, this historical documentary for middle and upper grades tells the story of the United States' struggle to ensure liberty and justice for all. A book component and lesson plans are also included.
- **Shadow of Hate:** Episodes of intolerance throughout U.S. history — from the plights of Quakers in colonial New England to the 1991 riots in Crown Heights, Brooklyn, N.Y. — are examined using video, text, and classroom activities for grades 7-12.
- **Responding to Hate at School:** Administrators, teachers and counselors in K-12 schools can respond promptly and effectively to bias incidents using the proven strategies and concrete steps outlined in these pages.
- **Tolerance.org handbooks are also available for ordering or downloading, including:** 101 Tools for Tolerance, 10 Ways to Fight Hate, 10 Ways to Fight Hate on Campus, SPLC Information Package

A WORLD OF DIFFERENCE® Institute for Anti-Bias Education and Training

Publication Information: Anti-defamation League, the leading provider of diversity and anti-bias training and resources.

Contact information: Website <http://www.adl.org/awod/more.asp>

ADL Regional Office in Denver (303) 830-7177 (Fax: 303 - 830-1554 and E-mail: denver@adl.org);

ADL National Headquarters (212) 885-7700, or by E-mail ???

Description: A WORLD OF DIFFERENCE® Institute programs provide hands-on training to help children and adults challenge prejudice and discrimination and learn to live and work successfully and civilly in an increasingly diverse world. These training materials include:

- **A CLASSROOM OF DIFFERENCE™** - Addresses diversity issues in the pre-kindergarten through 12th grade school communities. Services include workshops and curricular materials for teachers, support staff, classified staff, administrators, students and family.
- **A CAMPUS OF DIFFERENCE™** - Assists college administrators, faculty members and students learn to examine stereotypes, expand cultural awareness, explore the value of diversity, and combat all forms of bigotry.
- **A COMMUNITY OF DIFFERENCE™** - Offers social service workers, volunteers and staffs of community organizations, after-school/youth service leaders and providers - as well as civic leaders - skills and strategies to work together more effectively.
- **A WORKPLACE OF DIFFERENCE™** - Helps corporations, not-for-profit organizations, community groups, government, law enforcement agencies and small businesses examine and address culturally based workplace issues.
- **International Programs** - Fights bigotry abroad through A WORLD OF DIFFERENCE® Institute programs in Germany, the European Union, Israel, Austria, Japan, and Argentina.
- **Community Resources:** Any community can be strengthened by the A WORLD OF DIFFERENCE Institute. We work to reinforce existing coalitions, create new alliances and help establish long-term anti-bias initiatives. These

include • Training Programs • Needs assessment • Simulation activities • Videos • Role playing • Curriculum • Case studies • Other resources • Discussion groups

In addition to the WORLD OF DIFFERENCE INSTITUTE programs and materials, the **Anti-defamation League** is one of the leading providers of anti-bias materials for schools and communities. You can review a full catalog of this material on-line by visiting:

- **ADL's CURRICULUM CONNECTIONS** - anti-bias Lesson Plans and Resources for K-12 Educators at http://www.adl.org/education/curriculum_connections
- A complete **ON-LINE CATALOG** of all **ADL RESOURCES** for classrooms and communities at <http://www.adl.org/catalog/default.asp>

PARTNERS AGAINST HATE - PUBLICATIONS:

Contact: Website <http://www.partnersagainsthate.org/publications/index.html> for free PDF downloads of all materials. © 2003 Leadership Conference on Civil Rights Education Fund

Description: Partners Against Hate, a joint project of the Anti-Defamation League, the Leadership Conference on Civil Rights, the Education Fund and the Center for the Prevention of Hate Violence develops publications to assist all segments of the community as they work with youth to address hate violence. These include:

- **Program Activity Guide: Helping Children Resist Bias and Hate, 1st Edition**
This guide will provide individuals who work and interact with elementary school age children with the necessary tools and strategies to engage them in constructive discussions and activities about the causes and effects of prejudice and bias-motivated behavior, and to intervene, when needed, with children who engage in such behavior
- **Program Activity Guide: Helping Youth Resist Bias and Hate, 2nd Edition**
This edition focuses on middle school aged youth. A companion resource to this publication contains lessons for middle school educators or youth service professionals to use within their existing curriculum. These lessons reinforce concepts discussed throughout the Program Activity Guide, 1st ed.
- **Building Community and Combating Hate: Lessons for the Middle School Classroom**
This resource is a compilation of lesson plans exploring four themes focused on (1) interpersonal communication/conflict resolution, (2) the escalation of hate and violence, (3) the consequences of scapegoating and bias in history, and (4) the rights, challenges, and responsibilities of living in a democracy. Use this resource as a companion to the Program Activity Guide, 2d ed. Teachers and other adults who work with youth are encouraged to use as many of the lessons as possible to ensure that all of the key concepts discussed throughout the Program Activity Guide are addressed.
- **Peer Leadership: Helping Youth Become Change Agents in Their Schools and Communities**
This guide provides educators, law enforcement personnel, parents, and other family and community members with information and resources for establishing peer leadership programs in secondary schools and youth service organizations that give students the skills and confidence to stand up for civility in their schools and communities and to become role models in confronting bias-motivated harassment.
- **Investigating Hate Crimes on the Internet**
This technical assistance brief provides law enforcement officials, policymakers, and others essential information about the growing problem of hate crimes on the Internet and tips for investigation and prosecution of hate crimes on the Internet.

Hate on the Internet: A Response Guide for Educators and Families

This manual will equip parents, educators, librarians, and other members of the community with specific tools to help young people recognize and negotiate hate on the Internet.

Prevention: Promising Nationwide Programs

In addition to developing publications, Partners Against Hate, offers summaries of promising education and counteraction strategies for young people and the wide range of community-based professionals who work and interact with youth, including parents, law enforcement officials, educators, and community/business leaders. A link to “promising programs” on the PAH website allows you to access a continually growing list of exemplary program ideas listed by state or region, program size, target audience or topic.

For example clicking on Colorado takes you to listing summaries as follows:

• *Program Name: ABC Programs*

Background: Action for a Better Community (ABC) was founded in 1992 to campaign for the improvement of living conditions of minorities in Colorado. ABC membership is composed of people from various ethnic and racial backgrounds. ABC organizes communities around issues that affect low-income, minority communities. ABC hosts monthly meetings for members to share information on community developments, and it organizes speaker forums and entertainment events throughout the year to encourage community-building efforts.

• *Program Name: Building Bridges for Peace*

Background: Established in 1994, Seeking Common Ground (SCG) was founded by two social work students who saw the value in bringing together people representing diverse communities. The program purposely focuses on communication, because the SCG staff believes that real change comes through personal contact. They begin at the individual level, and expect participants to utilize their various programs as a catalyst for moving to the local, national and international levels.

• *Program Name: Institute for Research on Social Problems*

Background: The Institute for Research on Social Programs conducts research on contemporary social problems that informs public policy, identifies needed community services, and generally increases our knowledge of how social issues impact children and families.

Every individual listing offers a “*more information*” button where you can branch to detailed program descriptions and other pertinent information. This website is especially useful to get inspiration and to explore creative ideas that have proven successful in communities around the country. Many of the program ideas can be readily adapted to fit the needs of start-up groups.

Contact: http://www.partnersagainsthate.org/promising_programs/index.html

THE WORLD WIDE WEB – Make the most of Programs and Resources on the INTERNET

Without a doubt, the resources available (for FREE) on the World Wide Web are among the most helpful and creative of all. And the number of these resources increases exponentially on a daily basis! Here's one simple way to get started taking advantage of the Web.

1. Be mindful that the decade from 2001 to 2010 was unanimously proclaimed by all member nations of the United Nations to be the INTERNATIONAL DECADE FOR THE CULTURE OF PEACE AND NON-VIOLENCE for the world's children. This initiative is the culmination of tireless work over many years at UNESCO (United Nations Educational, Scientific and Cultural Organization). The visionary women and men at this agency, with full endorsement from Nobel Peace Prize Laureates across the globe, continue to engage in designing and disseminating blueprints for redirecting all human and planetary resources toward the pursuit and maintenance of global peace. On the surface, this may appear to be hopelessly idealistic. Nevertheless, rest assured that UNESCO's

groundbreaking initiatives and programs of action have helped to inspire and advance a global movement involving millions of inventive and transformative peace-building programs worldwide.

2. If you suspect I exaggerate, the following exercise opens the door to just a fraction of the countless resources resulting from UN Culture of Peace influence. Simply, go online and perform a "google" search for "teaching peace culture." (I did this same exercise as background for this booklet, and my google search yielded no fewer than 4,030,000 hits in about 30 seconds!)
3. Visit any one of these websites and ENJOY! Due to the challenge of choosing from among 4 million possibilities, I picked a website at random to give readers an idea of the kinds of educational possibilities for hate prevention programs that exist on line. I chose *Peace Tools for Teachers* (at <http://www.salsa.net/peace/teach/teachers.html>) and was delighted to find a wide range of creative and FREE resources, including:

This Day in Peace and Justice History - a list of events cued to specific dates. Currently containing more than 700 entries, it is being added to constantly. It is available both as a web page (www.salsa.net/peace/timeline/thisday.html) and as an Excel spreadsheet (www.salsa.net/peace/timeline/thisdayinhistory.xls) There are obvious ways to use the "This Day" timeline. Include extracts in newsletters and bulletins. Read it daily over the intercom, or post it on a bulletin board. Transfer it to banner paper and ring the room with it - include drawings! Here are some interactive activities that use the timeline in creative ways:

My Day in Peace and Justice History - Almost everyone is interested in events that happened on his or her birthday! Connect research about the peace and Justice timeline to student's birthdays to generate enthusiasm and engineer a diversity of events.

198 Methods of Nonviolence - Gene Sharp, a senior scholar at the Albert Einstein Institution, Cambridge, MA, wrote *The Methods of Nonviolent Action*, which describes 198 methods of nonviolent action, ranging from public speaking to civil disobedience. This list can be used in conjunction with the peace-CENTER's *This Day in Peace and Justice History* to delve deeper into the meaning of nonviolent action.

Decade for the Culture of Peace and Nonviolence for the Children of the world runs from 2001 to 2010. The United Nations has developed a pledge, simple enough for even young children to understand and sign. The pledge is online at www.salsa.net/peace/nobellet.html. Everyone can sign the pledge, either individually or in a group signing ceremony. It can also be signed online, adding to the more than 74 million names that have already taken the pledge on the UNESCO Web site - www.unesco.org/manifesto2000

Pledge for Peace - Today's News - Scour today's newspaper looking for events that keep - or break - the United Nation's Pledge for Peace.

Pledge for Peace - Tomorrow's News - After you have looked in a current newspaper and found examples of violence, re-write those headlines as if it were 2010 and we had achieved a culture of peace. What will the world look like then?

Pledge for Peace - Pledge Diary - Make a Peace Pledge Diary and use it to record how you, your community and the world is moving towards a culture of peace and nonviolence.

RainbowPeace Symbols - Peace is in My Hands Throughout history, symbols from the olive branch to the rainbow have symbolized peace. Learn about these peace signs - and make your own!

A New Language of Peace - Every language has a word for peace. Mir. Shalom. Paz. Wolakota. Learn how to say peace in other languages and use this exercise as a springboard to discuss the meaning of peace.

Picture the Peaces - What would a day without violence look like? Peace is possible - can you picture it? The peaceCENTER has produced a do-it-yourself kit to help conduct your own Picture the Peaces art contest.

Working it Out - Working it Out: is a set of 32 activities developed by Rosalyn Falcon Collier of the Youth Peaceworks Initiative. They are suitable for all ages, from preschoolers to adults and can be used as an ongoing program or as individual activities. We will periodically post lesson plans from this manual on the web site. The entire booklet can be obtained by sending a check for \$10 to the peaceCENTER, PO Box 36, San Antonio, TX 78291. Please indicate that you want the "Working it Out" guide.

- * Laughing Matters: Newspaper Games
- * Body Hello
- * Fishing for Feelings
- * When I listen, People Talk (I)

Popcorn Peacemaking - Use popular movies to teach peace? Why not! A growing inventory of discussion guides that help you use popular videos - most available at libraries and video rental stores - to teach peace to adults and young adults.

Blessed Are the Peacemakers - 30-plus biographies of some of the world's greatest peacemakers presented as a quiz. Hint: if you want to print the pop-up windows, RIGHT-click on the "who is this?" link and select "open in new window."

The Great Peace March - A timeline of 70 peace and justice events with Internet links leading to deeper information.

PeaceQUOTES - A collection of more than 300 quotations about peace and justice.

Internet Tips for Teachers - If you encounter any problems using this material, look here for help .

Prevention: AND THEN...

Personally, I couldn't resist the impulse to visit just one link from Peace Tools for Teachers, and that link took me to PeaceWorks <http://www.isn.net/cliapei/peaceworks/toc.htm>, offering a comprehensive set of resources and guidelines for "parents, educators and communities effectively working on resolutions with kids and schools." Which brings us full circle to *hate crime prevention*: PeaceWorks offers a **comprehensive manual** on how to effectively implement violence prevention and conflict resolution programs in schools and classrooms.

AMAZING, HOW THIS WORKS! Once you get started, it's hard to stop... I hope the sheer volume of material available serves to stimulate your own creative imagination.

IMPORTANT NOTE: No one person or organization can take on everything. **Remember**, limit your focus and energy to the most realistic programs for your volunteer organization to accomplish at any given time. The most important thing is to pick something and succeed at it. It's far more important to be successful at a small number of Prevention Strategies, than to fail at a dozen!

Section 3

R – Report and support**Report and support: Following the lead of College Campuses**

Essential to stopping the spread of bigotry motivated violence is to remove every conceivable obstacle preventing victims from coming forward to report and heal from their experience. The ability to report each injury suffered should be unencumbered by bureaucratic procedure and unnecessary embarrassment or harassment. Although this seems self-evident, in practical terms, victims of hate incidents often choose to forgo reporting procedures because of the discomforts inherent in the process; they simply choose to “put the incident behind them.” NIOT must become educated in *best reporting practices* in order to remove every barrier to full disclosure. If it becomes a hassle to report bias incidents or hate crimes, victims will choose to remain silent rather than compound their personal distress.

Across the country, College Campuses have taken the lead in developing obstacle free protocols for reporting hate incidents. These models can be adapted and duplicated to meet community needs. Five principles are central to effective reporting protocols.

Allow for Confidentiality in the Reporting Procedure

In order to increase the reporting of hate crimes and bias motivated incidents by victims, communities can make reporting procedures as easy as possible, including the possibility of accepting confidential reports. Confidentiality provisions, such as anonymous reporting, are extremely helpful in many cases. For example, a person who is targeted because of perceived sexual orientation may not want to be identified because he or she has not yet “come out” to her friends and family. Another possibility is to create e-mail or web-based reporting options where victims can elect to identify themselves or not. Cyber-reporting not only helps to protect confidentiality but also gives victims with limited English proficiency the opportunity to report in writing using their native language, which can be interpreted later.

There are a number of MODEL forms for filing an anonymous report online. For example, a sample of a web-based form for an Anonymous Report of Crime can be found at: <http://my.sunderland.ac.uk/web/support/campuswatch/zzanonymous?zzanonymous>

Provide Multiple Access Points for Reporting

Another practice, borrowed from universities, is to provide for a number of different access points for accepting hate crime reports, in addition to local law enforcement offices. For example, a community-based office of the Human Rights Commission, Social Service departments, school counselor’s offices, even NIOT can serve this purpose as long as the protocol for filing is clear and easy to follow, and the responsive follow-up is performed in a consistent and sensitive manner, usually the result of deliberate and judicious training.

Multiple venues are especially helpful for individuals who have yet to establish comfortable ties with law enforcement. Many prefer to disclose hate incidents in an environment where a relationship of trust and confidence has already been established, and where they feel reasonably certain they will be treated respectfully.

Reporting procedures can be as simple as the ones modeled by University of California Police Department, Los Angeles. The model protocol they propose is as follows:

Sample Hate Incident Report protocol Reporting Hate crimes and incidents, even those that might not be considered “serious” is important to monitoring and

stopping future incidents. By keeping detailed information on incidents, you strengthen the case for official action.

- ***Write down exactly what happened.*** Try to include as much specific detail as possible in your account.
- ***Record precisely where and when the incident occurred.***
- ***If anyone was with you or saw what happened, record their names and phone numbers*** as well. Ask them to write an account of what they witnessed and sign and date this document.
- ***Record the names and/or detailed descriptions of perpetrators.***
- ***Make photocopies of *hate* mail or other documentation.*** Keep the originals.
- ***Keep a careful log of *hate* calls*** and make a tape of *hate* calls on your answering machine.
- ***Photograph any physical injuries, offensive graffiti and/or evidence of vandalism.***
- ***Call the Police (9-1-1 in an emergency).*** Give the responding officer or official complete information to ensure the incident is documented as bias-related.
- ***Record the officer's name and badge number.***

Provide Representative Report-takers

Reporting may also be increased when police officers and others who take reports represent the diversity of the community. People of color, especially in predominantly minority neighborhoods, often complain of being treated with suspicion by representatives of the police. In addition, the situation of white police officers confronting people of color may be perceived as biased, even if it's not. Increasing the diversity of the police force and community/police liaisons, as implemented in many local police agencies across the country, increases the credibility of police with community members who might otherwise be reluctant to report a hate incident.

Offer Alternatives

One additional element that has proven successful at universities is to provide victims, in response to an act of hate, with the choice of pressing charges or taking some alternate action. Victims should clearly understand whether or not the incident they report constitutes a crime that is prosecutable under existing Federal, State or Local laws. If so, they may need help understanding necessary procedures involved in the choice to press charges. If, for any reason, the victim chooses not to press charges, NIOT groups can establish a set of suggested (perhaps, even pre-packaged) alternatives, which may better serve the victim's needs. Alternatives can include school sponsored discussion groups, hate crimes training, and outreach programs. The presence of alternatives tends to alleviate some of the pressures that are perceived to accompany the reporting of a crime, and results in increased community dialogue and increased reporting of hate occurrences.

In the past, some, but not all, law enforcement agencies were reluctant to get involved in cases where the victim elected to remain anonymous. However, it's important to note that, increasingly, law enforcement agencies are introducing mechanisms for taking anonymous reports. This growing trend assists victims in dealing with the aftermath of an incident, and allows the agency to offer protection to community members who may be enduring some level of continued harassment, and most importantly sends a message to the entire community that bias motivated acts of violence will not be tolerated. Make yourselves and your local enforcement agencies aware of all such precedents for anonymous reporting such as the example procedure

provided above from:

<http://my.sunderland.ac.uk/web/support/campuswatch/zzanonymous?zzanonymous>

• Provide Adequate Support to Victims

Ensure that responses to hate incidents and crimes are swift, thorough and sensitive to the feelings of victims. First responders must obtain accurate information about an incident; conduct a preliminary assessment of physical, emotional, and financial injury to a victim; and reassure victims that their concerns and needs will be addressed. Victims must be fully informed if the incident they are reporting constitutes criminal behavior. Even if this is not the case, first responders must be prepared to assist victims whose initial emotional reactions to an incident may include rage, terror, and grief. Victims and their families should be immediately referred to victim assistance agencies and other community services when needed. And as stated previously, if an actual crime has been committed, victims should be alerted of their legal options

It is essential to provide specialized support when necessary through existing victim assistance programs. Make sure that all first responders to hate incidents and hate crimes are fully informed of these programs in your community. Do the research ahead of time and make sure a complete, accurate and current list of resources is widely available, particularly to law enforcement officers who may be called to the scene.

Victim assistance programs should individualize support for victims of hate incidents and crimes in recognition of the unique and severe impacts they may suffer. Programs should recognize that hate crimes that involve "only" minor property damage or assaults still may have serious long-term impacts on victims. The most successful programs make it routine to partner with schools and community groups to provide ongoing support for all hate crime victims and appropriate levels of public intervention, so victims' alienation from their communities can be ameliorated. Typically, victims should be allowed to articulate the extent to which they desire publicity that identifies them.

Another positive strategy is to co-locate agencies and groups providing ongoing services to hate crime victims in order to permit better coordination of resources. Be certain that all agencies and groups provide consistent information to victims on possible legal options and alternative courses of action.

Report and support: Establish Mechanisms to Repair Communities

Hate crimes harm not only individual victims but also the groups and communities of which they are a part. Keep in mind that Hate Crimes typically target more than any one individual. They are intended to "send a message" of intimidation to specific minority populations. By attacking one person, the hate crime perpetrator intends to impact everyone who identifies with the victim. Therefore it is essential to support, console, and assist the specific targeted communities. Justice and victim assistance agencies should convene and facilitate community meetings in the aftermath of hate crimes to provide opportunities to express feelings and begin the process of restoring a sense of safety and well-being to community members.

Develop coordinated community incident response plans. Communities should create hate crime response teams that comprise representatives of law enforcement, other justice agencies, schools, health care providers, victim assistance programs, and cultural diversity advocacy groups. These teams should develop policies and procedures to respond to bias-motivated incidents or hate crimes. Communities can turn to the United States Department of Justice/United States Attorney Hate Crime Task Force for guidance.

Section 4

OAR – Organize And Respond

Remember our earlier statement regarding PREVENTION? “Collaboration among schools, communities, and justice system agencies, all working together toward this common purpose, is the most vital contributing factor to the success of hate violence prevention.” This same collaboration is equally vital to the success of RESPONSE initiatives. You must begin now to organize at multiple levels within your community in order to most effectively respond when hate crime does occur. In large measure, advanced strategic planning makes a coordinated community response both easier and more potent in the face of outbreaks of violence. Take into consideration the variety of areas where you can focus attention:

Organize And Respond: Law Enforcement

Law Enforcement agencies are among the first to be called and the first to respond when a hate crime or hate incident occurs. Across the United States Law Enforcement organizations are recognizing the need to have strategic plans in place prior to the occurrence of an incident, and many of these recommendations have been discussed previously in the Prevention Section of this handbook. However, once these plans are in place, it is critical for your organization to monitor and ensure the plans are carried out.

Who is responsible for responding? Encourage your community law enforcers to assign organizational responsibility for coordinating and monitoring hate crime response. Every law enforcement agency should fix responsibility for coordinating and monitoring responses to hate crime in a specific individual/operating unit. Other first responder organizations, particularly schools and colleges, should also designate individuals who will ensure that responses to hate incidents and crimes are timely and appropriate.

What happens following an incident? You will want to make sure that the appropriate Law Enforcement agency is notified immediately and that the designated representative does in fact provide swift and sensitive response (consistent with the strategic planning done ahead of time). Check regularly to make certain that concerned and well-informed individuals are in these positions as “first-responders” so that you do not need further damage control down the line. Be sure that an accurate Hate Incident Report is properly filed as close to the time of the incident as possible.

Has a crime been committed? If law enforcers determine that a crime has been committed, be sure the victim or victims understand their legal options and understand clearly any ramifications that might result from legal action (e.g. publicity). Be certain that the victim or victims have availed themselves of any or all programs that the community has to offer, and is getting swift and appropriate support and counseling. The decision of legal recourse should remain with the victim, although sensitive, well-informed advocates and counselors can make a difference as to whether or not an individual is prepared and willing to run the gauntlet of the legal system

What happens if there is no actual crime? If the incident does not constitute an actual violation of law but its intent was to intimidate or otherwise victimize a member of a particular group, it is still appropriate to encourage the victim to file a Hate Incident Report so that appropriate authorities are on alert to any escalation of harm within the community. Victims of

non-criminal incidents should also be encouraged to seek support and counsel through available community programs.

Accord community recognition to "Good Samaritans" who protect victims of hate incidents or crimes, or who report incidents to appropriate authorities. Individuals who risk their own safety to assist victims of bias crime, as well as those who take the time to report threatening or harmful hate incidents, should be publicly recognized for their efforts.

It is also wise to **develop coordinated community plans** to respond to and manage public demonstrations by organized hate groups. Plans should specify the responsibilities of law enforcement agencies, including protection of First Amendment rights, techniques to prevent violence through separation of demonstrators and counter groups, and notification and communications responsibilities. Community groups should partner with justice agencies to develop constructive ways to counter the potential negative impacts of such events and to use demonstrations as opportunities to educate citizens, students, and justice system professionals regarding precipitating factors and effective responses. The Department of Justice Community Relations Service can be an excellent resource for help in designing a peaceful response to hate group marches and gatherings.

Organize And Respond: The Media

Engage the media as partners to restore communities to wholeness. Through responsible reporting, the media can play a critical role in defusing community tensions, preventing further bias-motivated incidents in the wake of identified hate crimes, and educating the public to understand and prevent hate crime. This can take several forms.

- Justice agencies and community groups may want to establish a single point of contact to provide media representatives with accurate information about the nature and impact of hate incidents and crimes while respecting individual victims' rights to privacy and security.
- Be sure your organization monitors local stories about incidents and stands ready to react to possible prejudicial or inaccurate "framing" in the news. If possible, the contact person should take pro-active measures to clarify the "zero tolerance" perspective for reporters, what this idea does and does NOT mean.
- You can organize a flood of responses to the media from as many different angles as possible reflecting the message that hate incidents will **NOT** be tolerated in your town. Local clergy, educators, parents, civic and business leaders, police officers and politicians can have a wide-ranging impact on their respective communities and constituencies. As more people step forward to publicly denounce the spread of hate and violence, perpetrators are less likely to take their hate message "public" by victimizing innocent people.
- Fourth make sure the media has ample opportunities to cover all events and anti-hate campaigns that you help initiate. Many of our friends and neighbors welcome the chance to learn about positive programs. Be sure the media is in the "know" so that they can provide news stories to the general public highlighting the work of civic leaders to promote regard and respect among all members of our communities.

Organize And Respond: Self-Contained Communities (School Systems, College Campuses and Workplaces)

- **Take the lead in suggesting and implementing customized response programs**

If there are no explicit response programs currently in place within self-contained, self-monitored communities such as school districts, colleges and universities, large employers in your town, or even at your own particular workplace, your group can help propose and implement successful models. Typically, this can be as straight-forward as adapting a program that is already up and running at a comparable institution. You needn't re-invent the "wheel," simply get it turning locally. For example, within schools, response programs should be designed to support students victimized by hate incidents and crimes, and should provide for appropriate school-based disciplinary actions and remedial interventions for student perpetrators. The message should be irrefutably clear that transgressions of institutional policy will not be ignored, and the policy will be universally enforced at all levels within the system

- **On-going monitoring of self-contained communities**

When an incident does occur within one of these self-contained communities - such as in a school, on a college campus, or on the job – monitor closely to ensure that the institution follows through with its own policies and established protocols to respond to bias-related incidents. Don't assume that just because a program is in place, that the protocols will automatically be followed. It may simply be a matter of a change in administration who may need "gentle" reminding of the institutional policy and the standard practices. Although each case may be slightly different, it is important that the institution remain committed to challenge all expressions of hate and bias.

Organize And Respond: At the Community Level

When incidents occur in the community at large (for example, when a minority member is randomly attacked for bias reasons, when a church, synagogue or mosque is vandalized or fire bombed, or when a mail or leafleting campaign targets a particular minority group), your organization will need the appropriate flexibility, muscle and creativity to mount a public response (especially one capturing the notice of the media). Several immediate actions come to mind:

- ***Immediately contact local Civic Organizations, Human and Civil Rights***

Commissions, and others to determine what, if any, official statements or responses are being planned in reaction to a hate crime. It is well within the rights of citizen groups to ask for public comment and to inquire about specific planned responses in the aftermath of hate crimes and incidents. Make members of your organization available to assist public officials in support of these endeavors. You may want to be listed as a co-sponsor or co-coordinator when appropriate.

- ***You may need to call for greater civic involvement.*** If for any reason, you feel that official response from civic authorities is inadequate, you may want to draft point programs or action-plans that your group agrees are more suitable and bring them to the attention of responsible parties - in specially convened meetings, at city council sessions, or at commission hearings. Engaged citizens, citizens who watch and monitor the public performance of our representatives and leaders, are acting in the greatest interest of our democracy. The best way to guarantee all voices are heard within that democracy is to become an active participant.

- ***You may also opt for organizing direct action campaigns tailored to specific situations.*** Consider the following list of possibilities; direct interventions are as limitless as your own imaginations! For example, in the case of:

Offensive graffiti and hate messages on property:

Organize a “team” of community responders who will arrive immediately to remove the offending message and who will repair damage and re-paint property. Be sure the media is notified when, where and WHY this action is taking place.

Distribution of offensive hate-mongering propaganda:

Organize counter-message “climate-setting” campaigns. These can be measures such as poster campaigns, planned community dialogues, and public forums on the topic in question. Your primary goal is to infuse all public discourse with the common idea that inciting hate is unacceptable and will be immediately and seriously confronted.

This can often be a delicate balancing act. In some cases it may be unwise to “silence” hateful speech, but more advisable to provide a context where the *speaker* directly experiences the public “outrage” of others with differing, more tolerant views. One note of caution in organizing this type of response venue: put a very experienced facilitator in charge of the program. Be mindful that in some cases militantly biased individuals may have an interest in dominating public forums in order to draw greater attention to their hate message. Be sure to have a contingency plan for this possibility, and be sure the facilitator is capable of putting the plan in action.

Rashes of violence and bullying against a minority group in particular:

Provide interventions to keep members of any one group from being singled out and victimized. These might take the form of “friends of” organizations that stand with the victimized group, and provide all types of practical support – hall monitors at schools, meal delivery to injured victims, protective accompaniment of vulnerable individuals and groups, letters to the editor, vigils on behalf of the injured community, etc. Brainstorm! There are hundreds of ways to help.

Planned demonstrations by known hate groups

Prepare a non-violence training program to educate concerned citizens on ways to productively intervene in the context of highly volatile situations. Be mindful that this is MOST effective when carried out with the full knowledge and participation of local law enforcement agencies. Assign the training to experienced and knowledgeable trainers who can help citizens implement practices without putting themselves in harm’s way. (For ideas on these practices, you may want to visit the website <http://www.nonviolentpeaceforce.org/english/mission/methods.asp> to read about current practices being deployed by the Global Nonviolent Peaceforce on an international basis in high conflict regions.)

A strategy as simple as providing “watchful presence” during provocative and controversial demonstrations sets a tone that “the whole world is watching” and can be useful in diffusing potential violence. In some cases, the strategy of “interpositioning” neutral parties between opposing groups is effective in preventing violence, and creates space for cooling off and time for local groups to proceed more peacefully. Nevertheless, no tactic should be attempted without the benefit of careful planning and diligent training.

Organize And Respond: Faith-based Communities

The FC NIOTA concludes this section with a brief note about organizing and responding as Faith Communities. Underlying most, if not all, wisdom traditions is a reverence for the sanctity of life – every life. Whether this reverence is expressed in terms of God, Spirit, Truth or some other conceptual framework, individuals on every path owe themselves and their affiliates the gift of self-reflection and corrective action. Seek out and join others in your congregation or wider communities who share your concern for escalating intolerance, at times expressed in the name of your faith. It takes courage to challenge others who cherish a spiritual path and to help end

distortion and misunderstanding, but many who have gone ahead of you find themselves in excellent company.

Organize And Respond: Wrapping up

We at FC NIOTA want to assure you that we understand many of the constraints and limitations facing volunteer organizations. Certainly, no one individual or group can shoulder the responsibility for every one of the organizational and response activities discussed above. However, if you proceed with the task of selecting one or two of the initiatives best suited to the temperaments and interests of the people in your organization, we're reasonably certain you will be successful in reducing the virulent spread of hate in your towns and communities. We thank you in advance for your intentions and commitment. We applaud every effort done in the spirit of nonviolence put forward in this handbook. Thank you, and your organization, for helping to move one small part of humanity closer to the ideals of universal tolerance and peaceful co-existence.

Section 5

Appendix

Model Reporting Procedure - University of California, Berkeley

Upon receipt of a reported Hate Motivated Crime or Incident, the Public Safety Dispatcher will:

- 1) Notify the Division Commander immediately if on-duty
- 2) Dispatch a field unit as soon as reasonably practical, based on the nature of the call
- 3) Notify the Patrol Sergeant of the reported incident

When a Patrol Officer responds to a reported Hate Motivated Crime or Incident, the Officer will:

- 1) Apprehend the perpetrator(s) if applicable
- 2) Request that a Patrol Supervisor respond to the scene
- 3) Render assistance and comfort to the victim
- 4) Conduct a thorough preliminary investigation consistent with Department Policies and Procedures, including evidence collection and photographs when applicable
- 5) Provide assistance to the victim and/or referral to the appropriate legal or service agency
- 6) Provide relevant forms to the victim, i.e. "Victims of Violent Crimes" form

The Patrol Supervisor, upon being notified of a possible Hate Motivated Crime or Incident, will:

- 1) Respond to the scene, interview the Patrol Officer, and confirm whether or not a Hate Motivated Crime or Incident has occurred
- 2) Take whatever steps are necessary to ensure that the situation does not escalate
- 3) Render assistance and comfort to the victim
- 4) Supervise the preliminary investigation
- 5) The Supervisor will notify the Patrol Captain (if on-duty) or On-Call Captain, as appropriate
- 6) The Supervisor will notify the on-duty or on-call investigators, as appropriate
- 7) The Supervisor will see that a Patrol Incident Form is filed in addition to a police report

The investigator of the Criminal Investigations Bureau will:

- 1) Conduct a thorough follow-up investigation consistent with Department Policy and procedure including personal contact with victim(s)
- 2) Keep the Captain informed of the progress of the investigation
- 3) Prepare the case for prosecution in court

Case wrap-up will include:

- 1) A member of the Senior Staff to be designated to serve as the liaison between the Department and community, religious, and civic leaders, as appropriate
- 2) The Investigative and Support Service will ensure all necessary follow-up investigations are completed and shall brief the Chief regularly on the status of the investigations. He/she will also ensure that all Hate Motivated Crime or Incident statistics are reported in accordance with state and federal law"

Important Questions During Initial Investigation - Stanford University

"Did the crime occur all or in part because of racial, ethnic, religious, gender, disability, or sexual differences between the persons or for other reasons?

Has the victim or victim's group been subjected to repeated attacks of a similar nature?

Is the victim the only minority group member in the neighborhood, or one of a few?

Did the victim recently move into the area: is the victim acquainted with neighbors an/or local community groups?

When multiple incidents occur at the same time, are all victims of the same race, ethnicity, religion, gender, disability or sexual orientation?

Has the victim been associated with recent or past activities relating to his/her race, ethnicity, religion, gender, disability or sexual orientation? (i.e. gay rallies, demonstrations, holiday celebrations, conferences, religious meetings, etc.)

Did the incident occur on a holiday or other day of significance to the victim's group or offender's group?

Has there been prior/recent news coverage of events of a similar nature?

What was the manner and means of account: i.e. the color of paint initiated or contributed to the act, could the act be retribution of some conflict with neighbors, juveniles, etc.?

Is there an ongoing neighborhood problem that may have initiated or contributed to the act (i.e. could the act be retribution for some conflict with neighbors, juveniles, etc.)?

Does the crime indicate possible involvement by an organized group? For example: Is the literature printed?

Does the name signify a "copy-cat" syndrome? Is there documented or suspected organized group activity in the area?

Are there other possible motivations for the attack?

How can the reporting process be expedited?