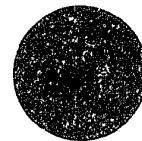


U.S. Department of Justice
Community Relations Service



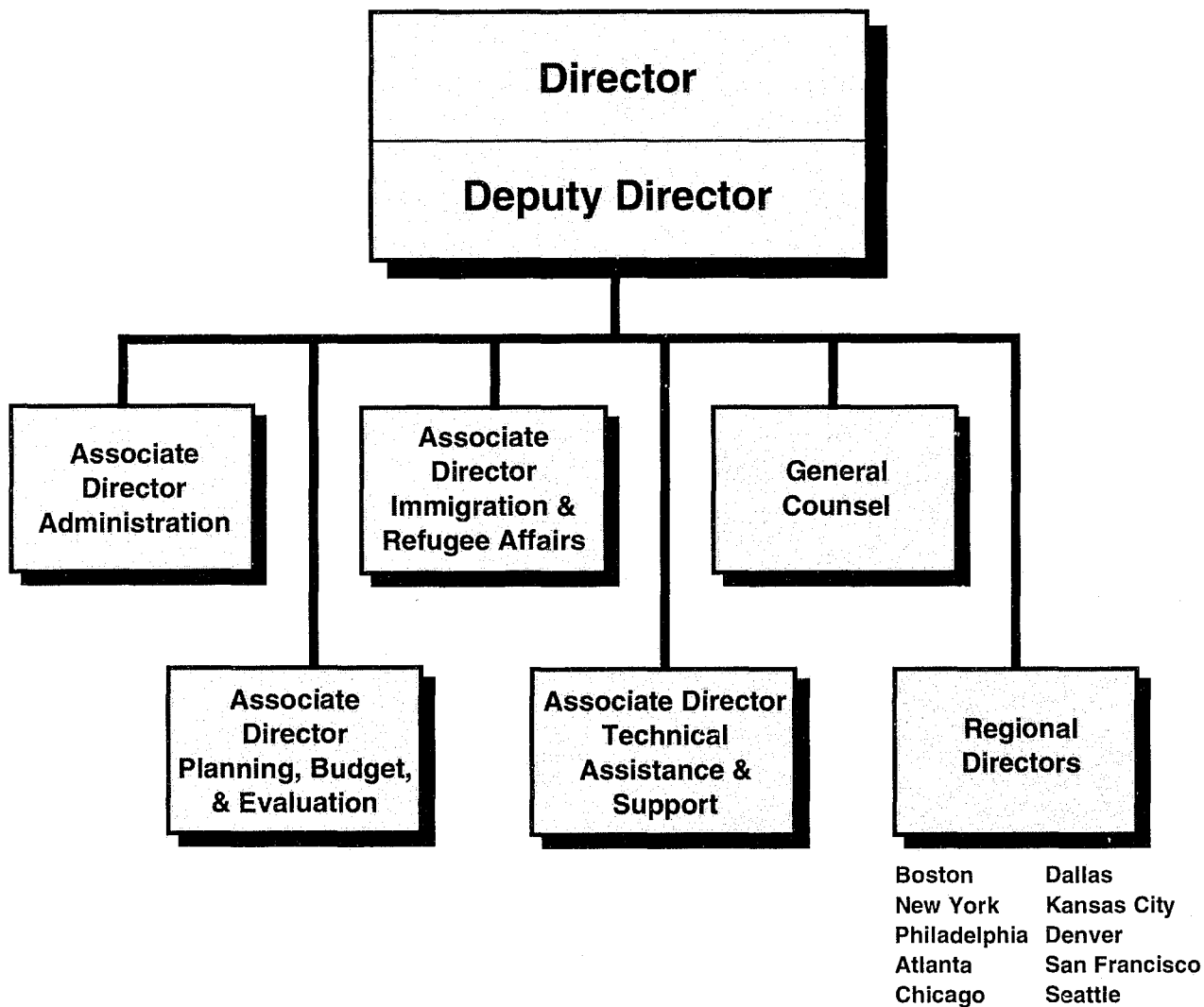
The Annual Report of the Community Relations Service

FY 1991

149073



CRS Organizational Chart



The Annual Report of the Community Relations Service

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149073

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

With this statement I transmit a report on the activities of the Community Relations Service (CRS) of the U.S. Department of Justice for Fiscal Year 1991. This report is required by Section 100 of the Civil Rights Act of 1964 (P.L. 88-352), and by Reorganization Plan No. 1 of 1966, as revised by 28 C.F.R. 0.30(b).

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

Respectfully submitted,

William Lucas

William Lucas
Acting Director

Director's Foreword



William Lucas



Grace Flores Hughes

I am pleased to present this Community Relations Service report on the prevention and conciliation of community-wide racial and ethnic conflicts and immigration and refugee activities for FY 1991. These activities occurred during the tenure of my predecessor, Grace Flores Hughes.

In FY 1991, CRS completed 885 cases, the highest number in the past three years. From FY 1990 to FY 1991, casework in the areas of administration of justice, education, and general community relations increased by 61, 61, and 73 percent, respectively. During the year, CRS responded to significant community-wide conflicts around the country in such cities as Washington, D.C.; Los Angeles, California; New York City, New York; and Milwaukee, Wisconsin.

While CRS' casework in FY 1991 addressed all types of racial and ethnic conflict, it reflected significant increases in conflicts over police use of force, hate violence, and police response to youth gang and drug cases.

Conflicts involving police use of force were a predominant element of CRS' casework in FY 1991. Casework involving such conflicts increased from 80 cases in FY 1990 to 147 in FY 1991. A notable incident of conflict involving alleged use of excessive force occurred on March 3, 1991, when officers of the Los Angeles, California, area police departments were videotaped beating Rodney King. In response to this incident, CRS staff met with and interviewed a broad spectrum of community leaders and local, state and federal officials to determine the level and extent of racial tension in the city, the issues in dispute among the parties, and the positions being taken by the parties. CRS then convened a two-day summit in Los Angeles, involving representatives of the Los Angeles County Police Chiefs Association, the NAACP, the Hispanic Advisory Council to the Los Angeles Police Commission and the Asian Pacific Planning Council to identify key areas of dispute; facilitate resolutions of the disputes, and solutions to problems; and develop agreements between the parties on ways to improve police-community relations.

In FY 1992 and beyond, CRS will be placing greater emphasis on dealing with increased community racial tension regarding police activities and use of force issues. CRS has a key role to play in facilitating agreements between municipal officials, the police, and racially diverse communities. Having served in the field of law enforcement for a number of years, I am particularly aware of these matters and the role that CRS can play in addressing them.

CRS' casework in FY 1991 reflected an increase in the number of incidents of hate violence and harassment with the potential for community-wide conflict. The number of cases involving hate violence and hate group activity increased from 192 in FY 1990 to 287 in FY 1991.

During the year, CRS resolved racial and ethnic conflicts arising out of hate violence and hate group activity in communities throughout the Nation. The Service also worked with the Uniform Crime Reporting

Unit of the Federal Bureau of Investigation to prepare a training guide for law enforcement agencies reporting on hate crimes through the Uniform Crime Report System, and to train police departments of the 315 largest cities in prevention and resolving racial conflict. Further, CRS entered into a partnership with the Federal Law Enforcement Training Center to develop and present training curricula for Federal and local law enforcement officials on recognizing and responding to hate crimes.

CRS' casework involving racial and ethnic conflicts over youth gang and drug issues increased from 20 cases in FY 1990 to 36 in 1991. To respond to racial and ethnic conflicts involving these issues, CRS joined with the Department of Housing and Urban Development's (HUD) Office of Drug Free Neighborhoods to initiate Operation Jumpstart in Public Housing Authorities around the country where drug crimes and gang activities have resulted in public crises. CRS also trained local crisis response teams to respond to conflicts in Public Housing Authorities, and worked with HUD to initiate programs that will enable local officials and Public Housing Authority residents to regain control of their neighborhoods and homes.

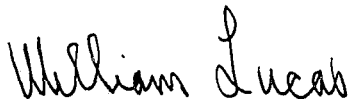
In partnership with the Department of Health and Human Services, Office of Refugee Resettlement, CRS convened a national conference of Southeast Asian refugee and law enforcement representatives to address increasing Asian youth gang activity and other issues. Also, under the agreement, CRS hosted a series of local workshops involving nearly 1,000 individuals from 60 different jurisdictions, addressing relationships between law enforcement and Asian communities.

Through its reception, processing and care of Cubans and Haitians activity, CRS provides for the orderly placement and resettlement of Cuban and Haitian nationals arriving in the United States since 1980. Through this activity, CRS seeks to preclude community conflict, to ensure public safety, and to minimize the impact on public resources. In FY 1991, CRS provided primary and secondary resettlement services to 2,810 Cubans and Haitians, more than twice as many as in FY 1990.

In FY 1991, seven CRS staff members received the Attorney General's Award for Distinguished Service. The Award recognized their exemplary service in providing emergency assistance to Central American families and unaccompanied minors entering the Lower Rio Grande Valley of Texas. Their efforts exemplified CRS' tradition of timely, comprehensive, and sensitive response when assistance is required.

This report provides an overview of CRS' activities during FY 1991.

Sincerely,



William Lucas
Acting Director

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Executive Summary

During FY 1991, the Community Relations Service's (CRS) programs sought to reduce tensions and conflicts based on race, color, or national origin; and provide outplacement and medical and mental health services to Mariel Cubans, and resettlement services to Cubans and Haitians. The following paragraphs summarize these activities.

CRS staff worked on resolving 885 cases, 10 percent more than in FY 1990. Several significant trends are apparent in CRS' casework:

- CRS recorded 208 incidents involving conflicts regarding allegations of excessive use of force by law enforcement officials in FY 1991, 27 percent more than the 164 recorded in the previous year. In FY 1991, CRS staff worked on 146 cases involving use of force, representing an 82 percent increase over the 80 in FY 1990.

- In FY 1991, CRS recorded 81 incidents of potential conflict involving institutions of higher education, representing a 27 percent decline from the 111 incidents recorded in FY 1990. However, the number of higher education cases worked on during FY 1991 increased approximately 50 percent from 41 in FY 1990 to 60 in FY 1991.

- CRS assessments of cases involving hate violence rose from 414 in FY 1990 to 501 in FY 1991. Of these, CRS worked on 277 cases involving hate violence or harassment in FY 1991, up 48 percent from 187 in FY 1990.

In FY 1990, as one of the Department of Justice's initiatives addressing hate violence, CRS initiated a toll-free telephone hotline, 1-800-347-HATE, for individuals to report incidents of hate activity based on race, color, national origin, religion, or sexual orientation. During FY 1991, CRS received 1,132 calls on the hotline, an average of 4.7 calls per workday.

- 532 calls reported specific incidents. In 465 of these calls, people, rather than property, were the targets.

- In 434 calls, locations of incidents were reported. Elementary and high school campuses, college and university campuses, businesses, and residences were the locations of 17, 23, 83, and 116 incidents, respectively.

- Age of victim was reported to be between the ages of 25-54 in 323 calls and between 14-24 in 91 calls.

- Of the calls received, 170 reported victims to be Black, 151 White, 46 Hispanic, 29 Native American, and 13 Asian or Asian Indian.

- There were 313 callers that identified offenders as White, 78 Black, 25 Hispanic, and 10 Asian or Asian Indian, and 1 Native American.

- In 96 calls, basis of victimization was reported to be sexual orientation accounting for 17 percent of the calls.

- In 18 calls, basis of victimization was reported to be religion accounting for 3 percent of the calls.

In FY 1991, CRS provided primary and secondary resettlement services to 2,810 Mariel Cuban and Haitian clients, more than twice as many as in FY 1990. The increase in FY 1991 resulted largely from an influx of Cubans into South Florida that was unprecedented in recent years.

CRS outplaced 516 Mariel Cuban ex-offenders from detention through its halfway house and family sponsorship programs in FY 1991, compared with 464 in FY 1990.

CRS Mission, Funding, and Structure

Mission

The Community Relations Service (CRS) was established by Title X of the Civil Rights Act of 1964.

The law was subsequently modified by 5 U.S.C. 903; Reorganization Plan No. 1 of 1966, transferring CRS to the Department of Justice.

CRS' primary responsibility is: "... to provide assistance to communities and persons therein in resolving disputes, disagreements, or difficulties relating to discriminatory practices based on race, color, or national origin..." (42 U.S.C. 2000g) that impair the rights of citizens under the Constitution or the laws of the United States.

CRS is unique within the Department of Justice. It is neither a law enforcement nor investigative agency. Under its primary mandate, CRS provides assistance to communities in resolving community-wide racial and ethnic conflict. Such assistance is rendered through mediation and provision of training and technical assistance.

CRS fulfills this mandate through the work of conciliation specialists in 10 Regional and three Field Offices. The Service assists in resolving conflicts at the request of local officials, representatives of community organizations, and other members of the public; on referral by Federal District Courts; or on its own volition, based on independent reports of tension or conflict.

CRS' second major responsibility is to provide assistance to Cubans and Haitians arriving in the United States since 1980, as authorized by Section 501(c) of the Refugee Education Assistance Act of 1980 (8 U.S.C. 1522), and Executive Order 12341 of January 21, 1982, transferring these services from the Department of Health and Human Services to the Department of Justice. CRS provides outplacement services, resettlement assistance, and medical and mental health care services to Mariel Cuban ex-offenders paroled from Immigration and Naturalization Service (INS) and Bureau of Prisons (BOP) institutions and from an in-patient mental health hospital. Also, CRS provides inpatient medical and mental health care to seriously mentally ill and mentally retarded Mariel Cubans in INS custody.

With respect to Cuban and Haitian nationals in Federal custody at INS' Krome Special Processing Center, Miami, Florida, CRS provides medical and mental health care. CRS provides resettlement assistance to Cuban and Haitian nationals paroled for humanitarian reasons from the Krome Special Processing Center. By providing for orderly placement and resettlement of Cuban and Haitians, CRS seeks to reduce the possibility of community conflicts, to ensure public safety, and to reduce the impact on public resources.

CRS fulfills these responsibilities, and provides other humanitarian refugee assistance at the request of the Attorney General through its Office of Immigration and Refugee Affairs.

Funding

For FY 1991, CRS had total appropriated resources of \$27,172,000, including \$8,792,000 for the prevention and conciliation of community disputes, and \$18,380,000 for the reception, processing and care of Cubans and Haitians.

Organizational Structure

CRS is composed of six Headquarters Offices and 10 Regional Offices. Office responsibilities are as follows.

Office of the Director

The Office of the Director sets overall CRS policies, procedures, and priorities. The Director develops and implements long range plans and represents the Department of Justice before Congress, other agencies of the Executive Branch, and State and local public and private agencies with respect to community relations matters involving race, color, and national origin. The Office also coordinates Departmental efforts in

community relations matters pertaining to resolution of racial and ethnic conflicts and refugee resettlement.

Office of Planning, Budget and Evaluation

The Office of Planning, Budget and Evaluation (OPBE) manages, coordinates, and implements all planning, budget, and program evaluation activities, and develops strategies for Agency growth and development. It measures program effectiveness, statistically analyzes casework, and evaluates programs. Also, OPBE maintains conflict resolution case reporting and management information systems.

Office of Technical Assistance and Support

The Office of Technical Assistance and Support (OTAS) coordinates all technical assistance programs which support the conflict resolution program. It provides ongoing review of field operations for the Director and coordinates activities of the Regional Offices. In addition, the Office manages the Agency's crisis command and hotline activities in responding to major crises. Finally, OTAS develops conciliation models and provides training and technical assistance.

Office of Immigration and Refugee Affairs

The Office of Immigration and Refugee Affairs (IRA) oversees all CRS immigration and refugee

activities, including the Cuban/Haitian Entrant Program (CHEP). CHEP provides Cuban and Haitian entrants in detention or institutional care facilities with humanitarian assistance, placement, and resettlement services. Since 1988, the Office has been responsible for providing humanitarian assistance to undocumented Central Americans detained by the Immigration and Naturalization Service in the Lower Rio Grande Valley of Texas.

Office of Administration

The Office of Administration manages all personnel, space, procurement, staff development, audit, management control, and property related activities. It also provides

direct liaison for all CRS components on matters of an administrative nature.

Office of General Counsel

The Office of General Counsel (OGC) is the legal advisor to CRS' Director and staff on all programmatic and administrative matters. The OGC reviews conflict resolution casework for legal sufficiency and defends the Service against subpoenas demanding testimony or documents in violation of its statutory conciliation/mediation confidentiality privilege. This Office represents or oversees CRS representation in administrative litigation and other proceedings. The General Counsel provides legal



Photo: Daryl S. Borgquist

Scarlet Parham (partially obscured), Sheri Edmonds, Robert Cowan, and Thanh Tan Nguyen in the Office of Technical Assistance and Support test a program for the CRS Resource Center.

advice in negotiations for Federal assistance and for agreements with Federal agencies concerning CRS refugee resettlement programs and conflict resolution programs. The OGC acts as liaison with the Department of Justice litigative divisions and components and other Federal agencies. The General Counsel serves as CRS' Freedom of Information Act Officer and Ethics Officer.

Regional Offices

Regional Offices are responsible for providing services to the public within their geographic areas. These services include conciliation, outreach, and immigration and refugee affairs liaison. Conciliation services are provided through mediation, training, and technical assistance. Regional Offices also assist and support the refugee resettlement and shelter

care activities of the Office of Immigration and Refugee Affairs. CRS has 10 regional offices located in Boston, Massachusetts; New York, New York; Philadelphia, Pennsylvania; Atlanta, Georgia; Chicago, Illinois; Dallas, Texas; Kansas City, Missouri; Denver, Colorado; San Francisco, California and Seattle, Washington. In addition, there are three CRS Field Offices located in Miami, Florida; Detroit, Michigan; and Houston, Texas.

Special Initiatives

During Fiscal Year 1991, CRS initiated a number of projects to increase responsiveness to community-wide racial and ethnic conflicts. The primary goals of these special projects were to more effectively address conflicts involving hate violence and harassment, and to work cooperatively with other agencies in developing mechanisms to reduce tension and respond to conflicts.

Hate Violence

FBI Hate Crimes Training

CRS worked with the Uniform Crime Report Unit of the Federal

Bureau of Investigation (FBI) to develop a model training program for police departments throughout the country in how to recognize, report, and respond to racial hate crimes, and prevent or respond to racial conflict resulting from hate crime activity. This model is being distributed to local police departments across the country. CRS and the FBI presented the model and other training techniques to law enforcement officials from 48 states in a series of conferences held in February and March 1991. In August and September 1991, the FBI and CRS held a series of nine conferences presenting the model training guide to more than 600 officials from more than 300 major city police departments throughout the country.

CRS has also entered into a partnership with the Federal Law Enforcement Training Center (FLETC) to develop a curriculum to be used in training Federal, State, and local law enforcement representatives in identifying and responding to hate crimes.

Involvement of the Private Sector

During FY 1991, CRS awarded a \$400,000 cooperative agreement to a non-profit private sector entity for the development of data collection techniques to assist communities in identifying and responding to hate incidents. This effort will yield resource materials and data that can assist human relations, neighborhood, church, civic, and other



Photo: Federal Law Enforcement Training Center

Associate Director Gail B. Padgett, Office of Technical Assistance and Support (standing 4th from right), pictured with participants of the Hate/Bias Crime Feasibility Conference.

groups in responding to the impact of hate incidents in the community.

Toll-Free Hotline

On April 30, 1990, CRS initiated a tollfree telephone line (1-800-347-HATE) for the reporting of community-wide conflicts arising out of incidents of harassment and hate violence arising out of prejudice based on race, color, or national origin. On May 9, 1990, CRS was authorized to also receive reports of incidents based on sexual orientation and religion.

Through this hotline, CRS has been able to reach more individuals and communities requiring assistance in the resolution of racial and ethnic conflicts. The line offers parties to racial and ethnic disputes involving harassment or hate violence a safe, immediate, and effective access for assistance. Hotline calls which fall within CRS' mandate are referred to one of the ten regional offices for attention. While CRS is authorized to collect information and make statistical tabulations of calls reporting incidents of hate violence and harassment arising out of sexual orientation and religious prejudice, it cannot provide conciliation services in such instances.

During FY 1991, a total of 1,132 hotline calls were received by CRS. There were 532 calls in which specific incidents were reported. In 465 of these calls, people, rather than property, were targeted. The largest portion of these

calls involved verbal attacks or physical attacks in which no weapons other than hands or feet were used.

CRS received calls from a cross-section of persons throughout the Nation. The age of the victim was reported to be between the ages of 25-54 in 323 calls and between 14-24 in 91 calls. One hundred and seventy of the calls involved reported victimization of Blacks; 151 involved Blacks; 46 involved Hispanics; 29 involved Native Americans; and 13 involved Asians or Asian Indians. Sixty-six percent of the reported offenders identified by callers were White; 16 percent were Blacks; 5 percent were Hispanic; 2 percent were Asian or Asian Indian; and less than 1 percent were Native American. Twenty-seven percent of the reported offenders were between the ages of 14 and 24; and 64 percent were between 25 and 54. Ninety-six callers reported the cause for victimization as sexual orientation and for 18 it was religion.

Interagency Agreements

CRS entered into interagency agreements with the U.S. Department of Housing and Urban Development (HUD), the U.S. Coast Guard (USCG), and the U.S. Department of Health and Human Services (HHS) to provide training, technical assistance, and conflict resolution services for resolving racial and ethnic disputes.

Operation Jumpstart. CRS responds to community conflict arising out of the drug and gang activity and law enforcement responses to such activity. CRS entered into a memorandum of understanding (MOU) with the Office of Drug Free Neighborhoods of HUD to initiate Operation Jumpstart in Public Housing Authorities (PHA's) around the country. Through this partnership, CRS will train local crisis response teams to respond to conflict in PHA's, where drug and gang activity is resulting in increased racial tension. CRS also will work closely with HUD to initiate future programs in PHA's that will enable local officials and residents to resolve conflicts about how residents may best regain control of their neighborhoods and homes.

United States Coast Guard. CRS worked closely with the U.S. Coast Guard in implementing the provisions of a MOU signed by CRS Director Grace Flores Hughes and USCG Commandant Admiral J. William Kime on July 18, 1991. Activities included development of complaint processing procedures; exchange of regional office information; and the establishment of regional communications.

In April 1991, CRS conducted an agency-wide survey of conciliation casework involving the U.S. Coast Guard and the four branches of the military. CRS reported 40 cases during the period 1986 - 1991 involving cooperative work with

the Army, Navy, Air Force, and Marine Corps. This casework addressed a wide range of matters including racial and ethnic conflicts involving housing, employment discrimination and minority recruitment, fishing rights, harassment, protest marches and demonstrations, busing, law enforcement response to drugs and gangs, and refugees.

This casework base serves as the backdrop for implementation of the final two provisions of the CRS/Coast Guard MOU: co-sponsorship of a conference for representatives of the other branches of the military; and development of a joint publication for use by communities and other branches. The conference is planned for December 1991 and the publication is slated for October 1992.

Refugee Workshops. CRS convened a national conference in April 1991 on "Building Bridges," between Southeast Asian refugee communities, law enforcement, and other service agencies. The theme of the conference was the interrelationship among parents, community groups, and police necessary to address Asian youth gangs and community victimization. The national conference served as the foundation for regional workshops in Anaheim, California; Chicago, Illinois; New Orleans, Louisiana; Boston, Massachusetts; New York, New York; Houston, Texas; and Seattle, Washington.

These workshops, involving more than 900 individuals representing more than 50 jurisdictions,

were convened under an inter-agency agreement with the Office of Refugee Resettlement, a component of the Administration for Children and Families of HHS. Long-term goals of the agreement are to improve the safety and security of refugee communities and to ensure community stability as a means of fostering refugee economic self-sufficiency. The objective for each workshop is to establish working partnerships between local law enforcement and other agencies and the refugee communities they serve. Through the agreement, program and information-sharing net-

works between Southeast Asian refugee and law enforcement leaders are being established along the West Coast, Gulf Coast, and Northeast Corridor, major travel routes of mobile youth gangs.

Right: CRS Director Grace Flores Hughes (center facing) discusses agenda issues facilitated at the Black/Hispanic Dialogue held at the John F. Kennedy School of Government at Harvard University in Boston, Massachusetts.

Below: Professor Chris Edley, Jr., of Harvard Law School, makes a point on issues from the Black perspective at the Black/Hispanic Dialogue.

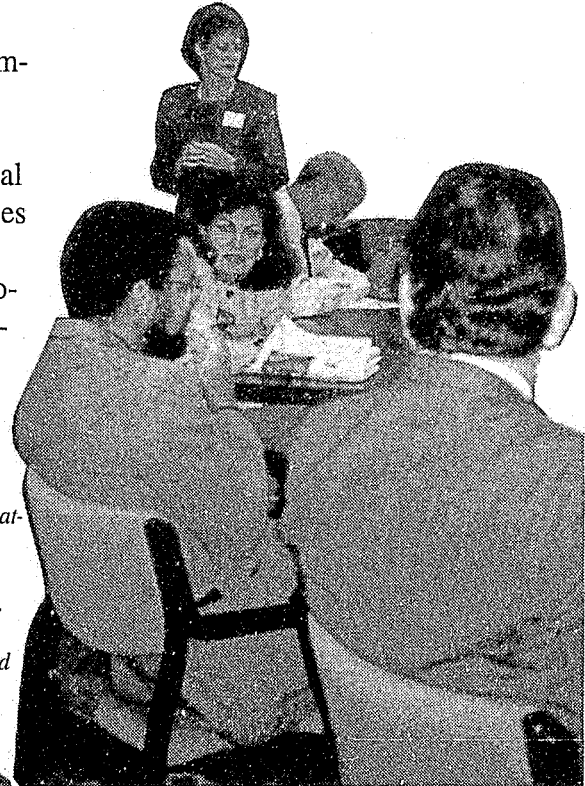


Photo: CRS Staff



Photo: Daryl S. Borgquist

Summary of FY 1991 Activities and Accomplishments

Conflict Resolution Activities

Conflict Resolution Workload

CRS' racial conflict resolution activities are divided into three categories: outreach; conciliation services; and immigration and refugee liaison services.

CRS staff work in the conciliation services program, the largest component of the conflict resolution workload, is reported at three distinct stages. In the first stage, CRS regional conciliation specialists file an **alert** when they identify an incident or dispute which may have potential for community-wide racial or ethnic conflict. In the second stage, staff conduct an **assessment** of the incident or dispute to confirm initial information filed in the alert and to determine if CRS has jurisdiction. If CRS determines that it has jurisdiction and should intervene, conciliation specialists open a **case** and begin conflict resolution activities. Resolution of disputes is achieved through mediation, or provision of training and/or technical assistance.

Conciliation of Community Disputes

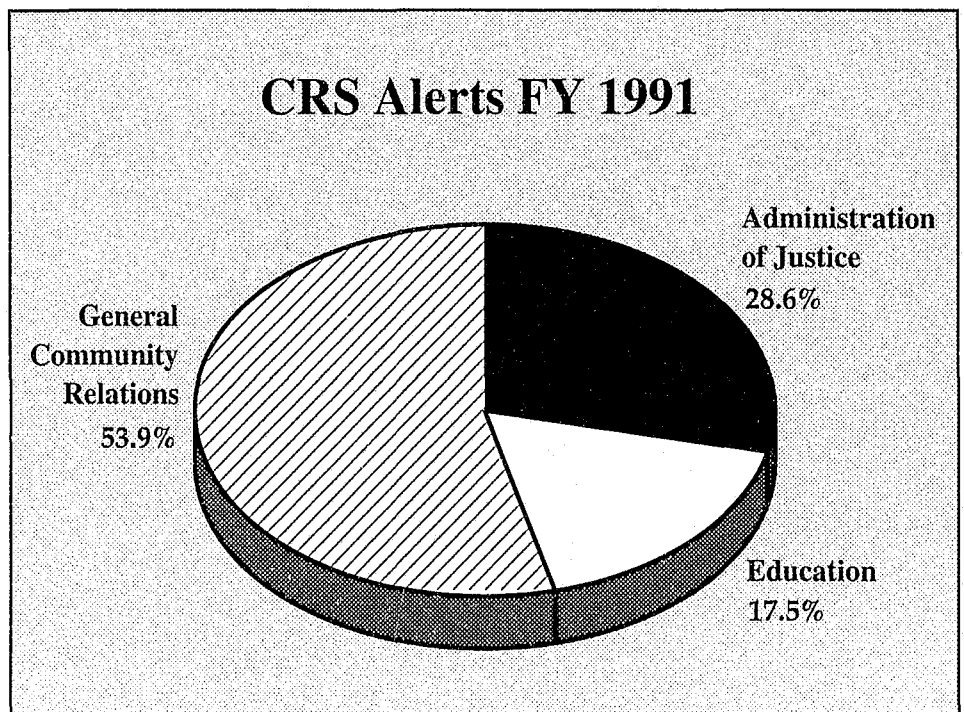
CRS's case management philosophy emphasizes case impact on the community rather than case volume. That is, CRS seeks to: (1) identify racial and ethnic conflicts; (2) systematically assess and identify those conflicts having the greatest community significance; and (3) service those conflicts in which CRS assistance would have the greatest possible effect.

Using these guidelines, CRS' conciliation activities address racial and ethnic conflicts categorized into three major program areas: Administration of Justice, Educa-

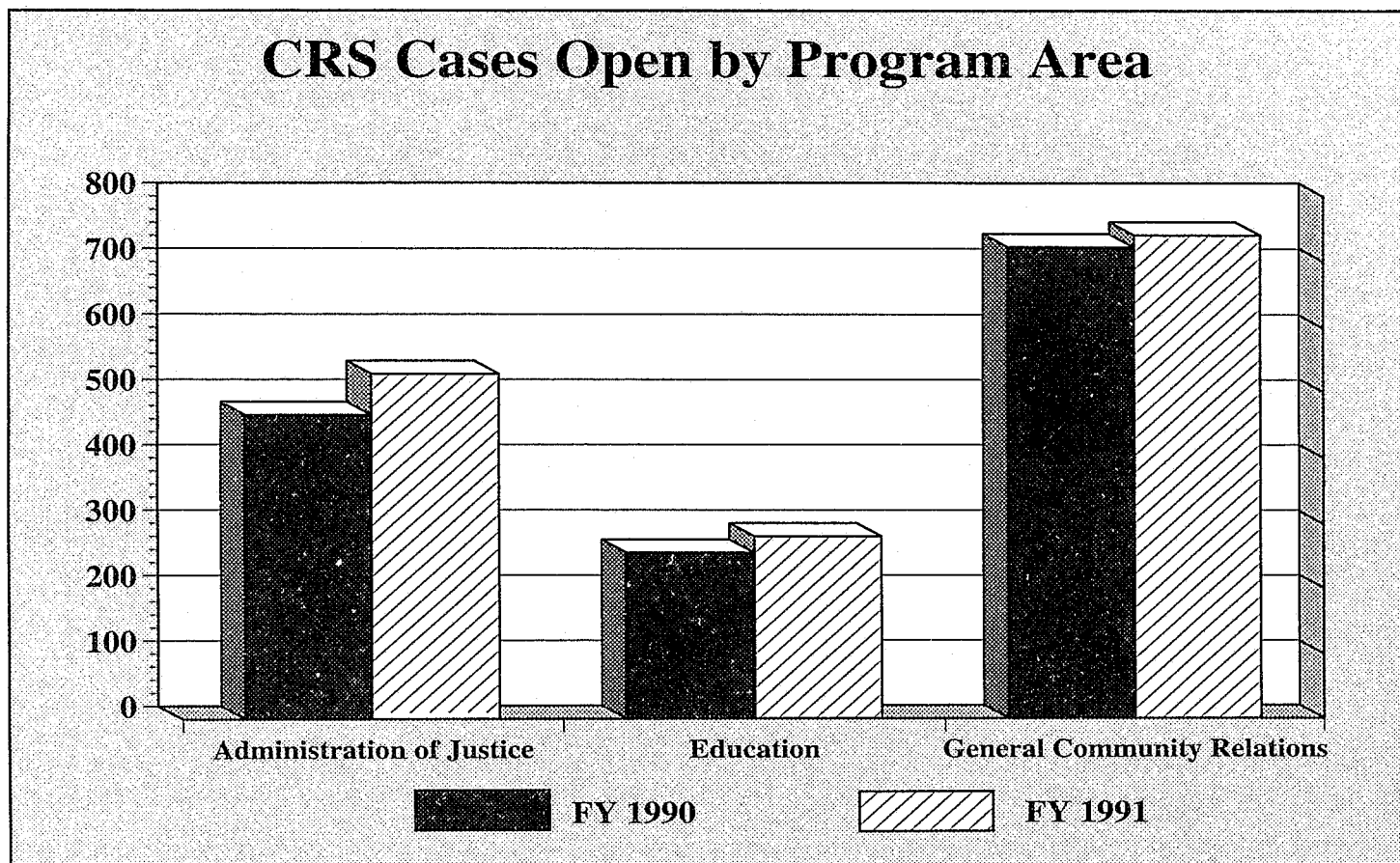
tion, and General Community Relations. The chart below reflects the distribution of CRS alerts in Fiscal Year 1991 across the three categories. The chart on the opposite page reflects distribution of cases worked on in FY 1990 and FY 1991.

Administration of Justice

CRS' conciliation services in the area of Administration of Justice are directed at resolving conflicts arising from actual or perceived discrimination in the way law enforcement is administered. CRS efforts focus on enhancing



CRS Cases Open by Program Area



communication between minority communities and law enforcement agencies. Specific activities in this area include: assisting police departments and citizens to reach agreements on effective systems for cooperative relations between the police and the community; resolving disputes resulting from allegations of excessive use of force by police officers; and resolving disputes arising from perceptions of disparate treatment within correctional institutions.

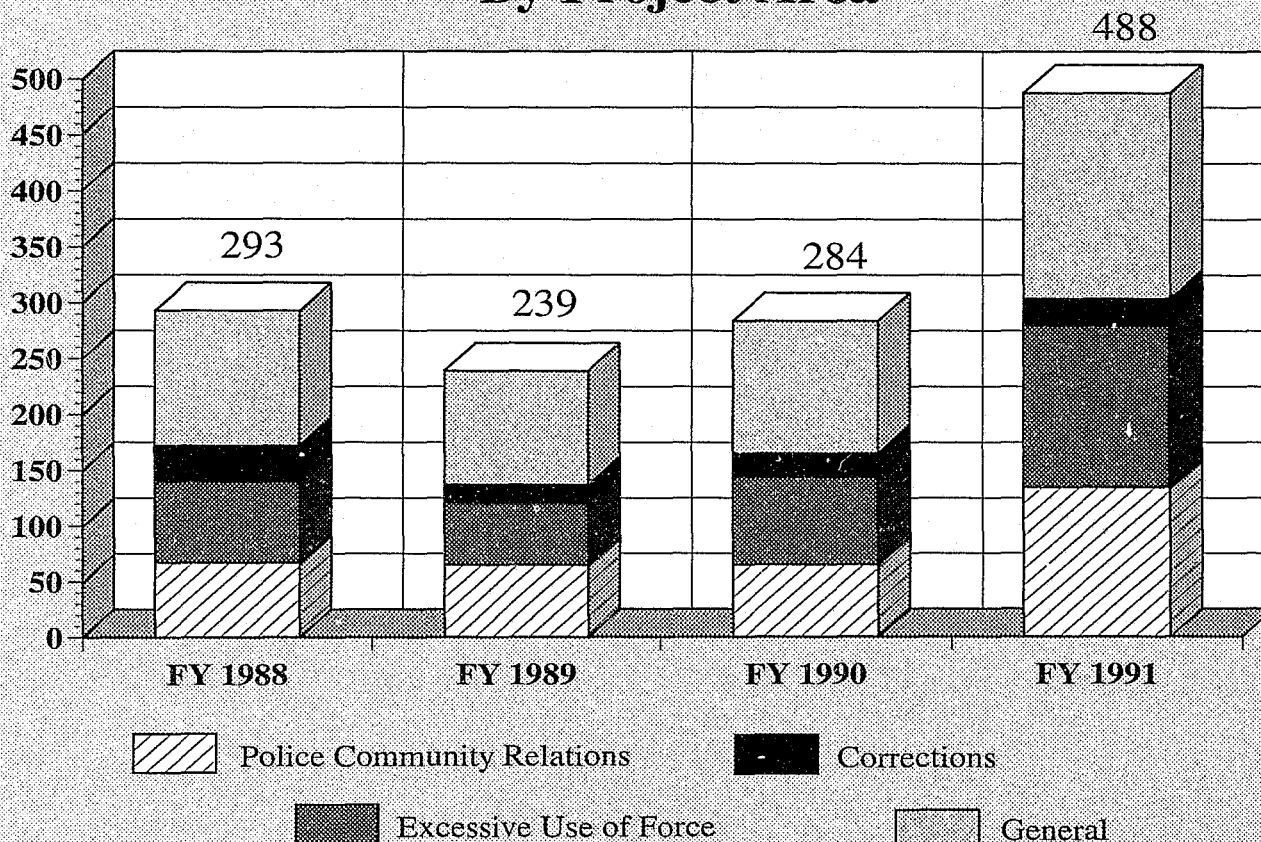
The chart on page 10 illustrates the number of administration of justice cases worked on by the Community Relations Service in fiscal years 1988, 1989, 1990, and 1991.

The following casework summaries in administration of justice demonstrate the kind of conflict resolution services that were provided in FY 1991:

Los Angeles, California. CRS addressed policing issues and racial tension that surfaced after the broadcast of videotapes of the March 3, 1991, beating of Rodney King by Los Angeles Police Officers. CRS convened and cosponsored the Community/Law Enforcement Conference with about 75 participants from the Los Angeles County Police Chiefs Association, the Asian Pacific Planning Council, the Hispanic Advisory Council to the Los

Angeles Police Commission, and the National Association for the Advancement of Colored People (NAACP). Participants addressed a number of issues centering around the challenges facing the police today in an increasingly complex racial, ethnic, and multicultural society. Participants agreed that minorities must communicate with police, and police must have a mechanism for receiving such communication. Issues developed during the conference which will be addressed in meetings during FY 1992 are citizen complaint processes, training, communication, joint community/police education on police practices and community/cultural sensitivity, discriminatory

Administration of Justice Cases Worked On By Project Area



practices, use of force, youth-police relations regarding gangs, clarification of police jurisdiction regarding immigration matters, and accountability.

Milwaukee, Wisconsin. On July 22, 1991, a 31 year-old White convicted sex offender, Jeffrey L. Dahmer, was taken into custody by Milwaukee police and charged with killing at least 12 people. Most of the victims appeared to be young adult males of various races, but the majority were Black. This appearance raised community racial tension. CRS met with community

leaders and municipal officials, law enforcement, and minority leaders. Through these meetings, CRS fostered communication among the parties and conciliated conflicts resulting from minority community concerns that, had the majority of victims been White, police would have taken action earlier and thereby prevented the deaths of some of the victims. CRS provided conciliation assistance to the Milwaukee Blue Ribbon Committee that held public hearings to address these concerns. Also, CRS facilitated a meeting of the Blue Ribbon

Committee, the Milwaukee Police and Fire Commission, and Ruben Greenberg, Chief of Police, Charleston, South Carolina, to discuss police community relations, community policing, and police accountability.

Washington, D.C. On Sunday, May 5, 1991, a riot occurred in the Mount Pleasant section of Washington, D.C., following the shooting of an Hispanic male by a Black police officer during an arrest. On May 6-7, 1991, CRS staff met with residents, community leaders, and local officials encour-



Photo: Daryl S. Borgquist

CRS' response team following violence in the Mount Pleasant area of Washington, D.C., led by Mid-Atlantic Regional Director Jonathan Chace. Pictured from left to right are: (back row) Leo Cardenas, Henry Mitchum, Jonathan Chace; (front row) Valentin Obregon, Richard Gutierrez, Ada Montare, Larry Turner. Also pictured at the far right is Public Affairs Specialist Ronald Tomalis.

aging communication between them and assessing racial tension following the incident. Throughout the weekend of May 11-12, 1991, CRS staff were on-site in Mount Pleasant to monitor and assess community racial tension and the potential for recurrence of violence. CRS field teams were active in rumor control and in developing lines of communication between the Washington, D.C., city administration and the Latino Civil Rights Task Force.

CRS was the only outside governmental agency directly involved with the Latino Task Force on an on-going basis. CRS staff attended all of the task force meetings, establishing a working relationship and facilitating constructive dialogue

between it and the city administration.

At the request of Ward 3 City Council Member Frank Smith, CRS convened the first meeting of a community task force on June 3, 1991. The task force was created to study the disturbance and to recommend concrete steps to prevent future disturbances. This group was composed of neighborhood commissioners and business representatives from Adams Morgan, Mount Pleasant, and Columbia Heights, who were not included in the Task Force. CRS will continue to facilitate cooperation among community leaders, police, and city officials in addressing community issues to avoid future racial conflict.

Brooklyn, New York. A traffic accident involving the motorcade of a prominent Hasidic Rabbi in mid-August 1991 resulted in the death of a seven year-old Black child and serious injury to another. This incident sparked several nights of violent tension among Blacks, Hasidic Jews, and the police who tried to quell the violence. CRS assisted the Black and Jewish communities of the Crown Heights area of Brooklyn, New York, in establishing a rumor control center to monitor on-going community tensions.

Subsequent to the traffic accident, an Australian rabbinical student was stabbed to death by two Black men in apparent retaliation for the death of the Black child. CRS facilitated separate meetings

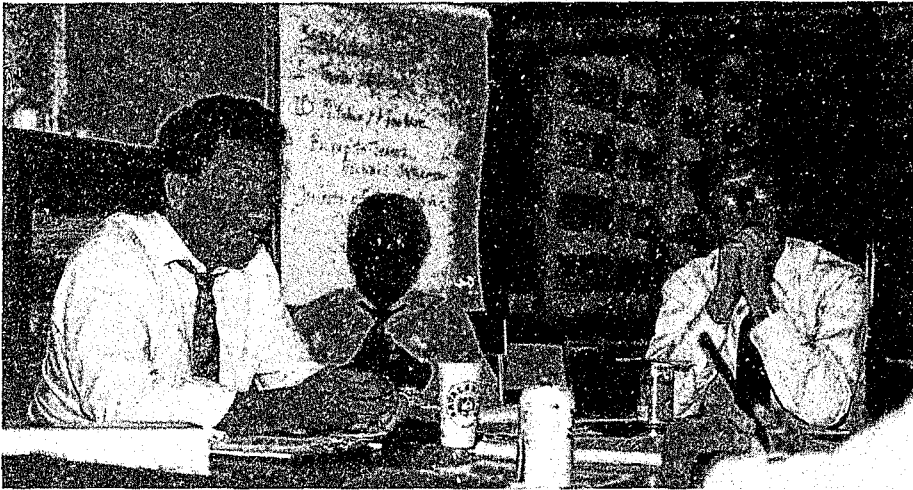


Photo: Daryl S. Borgquist

Valentin Obregon, Leo Cardenas, and Jonathan Chace listen to another team member's assessment of on-going developments in the Mount Pleasant section of Washington, D.C. at the response team's command center at CRS Headquarters in Chevy Chase, Maryland.

between each of the groups and local officials to voice their allegations about violations of civil rights. CRS assisted the local chapter of the Conference of Christians and Jews in convening a meeting among many government agencies and voluntary organizations interested in easing the racial conflict. CRS continues to work with the Black and Hasidic communities to reduce racial tension and promote positive communication wherever possible.

Waterloo, Iowa. On March 11, 1991, CRS was contacted by a Black woman who alleged that police officers used unnecessary force in arresting her at a shopping mall in Waterloo, Iowa. An internal police department investigation of the incident recommended that no action be taken against the officers. However, because of a continuing conflict over minority community concern about policing issues, CRS convened a meeting between the

chief of police and the NAACP Special Committee on Police/Community Relations. At this meeting the parties agreed to develop a neighborhood task force that would address citizen complaints, support community-oriented policing concepts, cooperate with the NAACP regarding arrested persons seeking NAACP assistance, and support the establishment of good working relationship among the police department, the community, and private security services. CRS will continue to provide technical assistance into FY 1992.

Enfield, Connecticut. On May 20, 1991, approximately 300 Black and Hispanic inmates engaged in a melee at the Carl Robinson Correctional Institute in Enfield, Connecticut. One corrections officer and 27 inmates were injured during the incident. A special CRS team responded to a request from the Connecticut Commissioner of Corrections to assess racial tension that led to this violence. In assess-

ing the circumstances, CRS interviewed inmates, prison officials, State prison officials, and corrections personnel union representatives. CRS recommended several measures to reduce racial tension and prevent further violence. Later, at the request of prison officials, CRS trained correction personnel in institutional racial tension assessment, crisis assessment and intervention.

Quincy, Massachusetts. On July 18, 1991, CRS mediated an agreement between the Quincy, Massachusetts, police department, the Quincy Public Housing Authority, and Asian residents of the Germantown Housing Development regarding alleged harassment of Asian families by Whites in the housing project. Under the agreement, Asian leaders and representatives of the Quincy Housing Authority and Quincy police will meet monthly to review progress on investigations of all civil rights incidents or complaints brought by Asian residents. In addition, the Housing Authority and the police department placed high priority on cooperating in bringing swift action against civil rights violators. A seminar was developed for the Asian community to increase understanding of civil rights laws and responsibility for enforcement.

Education

CRS conciliation services in the area of Education are directed at resolving conflicts arising from actual or perceived inequalities in

the distribution of educational services to members of the Nation's communities. CRS addresses these conflicts at every level of the educational system, elementary, secondary, and higher education. In FY 1991, CRS recorded 339 incidents of racial conflict in education compared with 352 in FY 1990, representing an approximate 4 percent decline. However, 272 education cases developed from alerts in FY 1991, compared with 166 in FY 1990, representing a nearly 63 percent increase.

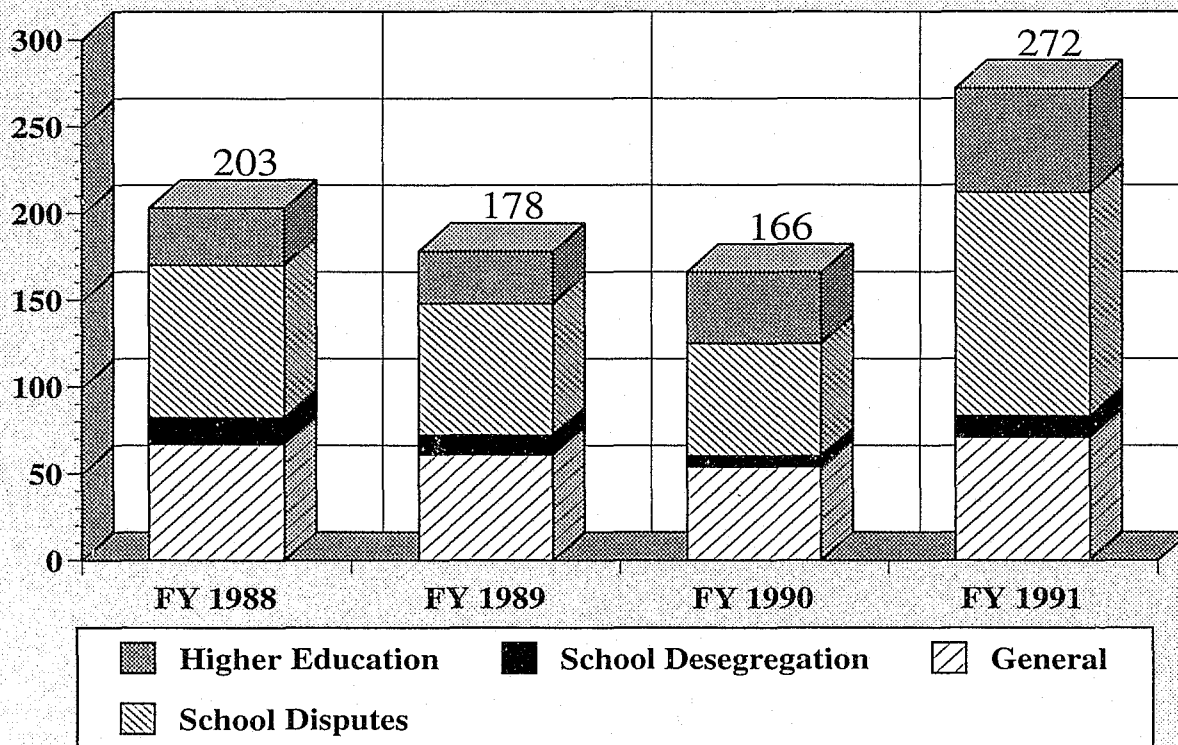
CRS casework reflected factors that appeared to contribute to racial tension in higher education. These

factors include conflicts over college budget retrenchment leading to cutbacks in programs and services targeted to intergroup relations, controversy over balancing free speech protection and assuring student safety and security, "fallout" from national discussion on the legality of financial aid targeted to minority students, conflict over faculty recruitment and tenure issues, antagonisms resulting from campus pressures to adopt "politically correct" positions on racial and ethnic questions, and conflict over efforts by some students and faculty to create Afro-centric and other racial and ethnic programs and studies.

Activities that conciliation specialists perform in all areas of education include training secondary school faculty and students on the establishment of student conciliation teams, working with institutions of higher education to assess the level of on-campus racial tension, and providing technical assistance to school officials, campus organizations, and police departments on how to address hate group activities.

The chart below shows the breakdown of education cases worked on by the Community Relations Service in FY 1988 - FY 1991.

Breakdown of Education Cases Worked On By the Community Relations Service



The following casework summaries illustrate the kind of conflict resolution services in education that CRS provided in FY 1991.

Lanoke, Arkansas. After referral of the case to CRS for mediation on June 14, 1991, the Service mediated a school discrimination case in Lanoke, Arkansas. The plaintiff in the case alleged that the Lanoke school district denied Black students entry into advanced student programs. For relief, the plaintiff requested that the district cease its discrimination in the programs and award monetary damages to compensate for the harm done to a minor child. CRS convened a meeting of the parties' lawyers for an exploratory mediation session. Counsels for the parties agreed to mediation of the matter of denial of Black students' entry into the advanced studies program, and to drop the issue of monetary damages to the minor child of the plaintiff.

After several thorough mediation sessions with CRS, the parties agreed on how to resolve the issues alleged in the case and on other issues affecting minorities in the district. Under the agreement, the school district will, among other things: (1) develop and publicize objective written criteria for employment and job-related criteria; (2) develop objective written criteria for student placement in all specialty courses; and (3) create and maintain a non-discriminatory atmosphere throughout the Lanoke school system.

Houston, Texas. In early June 1991, conflicts arose in a school district north of Dallas, Texas, over allegations of harassment, intimidation, isolation of, and threats against, Arab-American children. Although these incidents peaked during the Persian Gulf War, they continued to the end of the school year in some schools, prompting some Arab-American parents to transfer their children to private schools. At the request of Arab-American community leaders, CRS conciliated these conflicts.

As a result of CRS conciliation, the school district superintendent and Arab-American leaders agreed to work together in producing a 30-minute videotape on Arab cultures for use in teacher in-service training and another videotape for presentation to elementary school students. These videos will be used in conjunction with class presentations by Arab leaders in various schools during the 1991-1992 school year to reduce racial tension and violence.

General Community Relations

CRS conciliation services in the area of general community relations focus on racial and ethnic conflicts that do not fall within the parameters of either administration of justice or education. Incidents that fall in this area include, but are not limited to, interracial conflict and community disorder over such issues as voting rights and redistricting, employment, housing, and land and water rights. Community disorder is a category of major disturbance

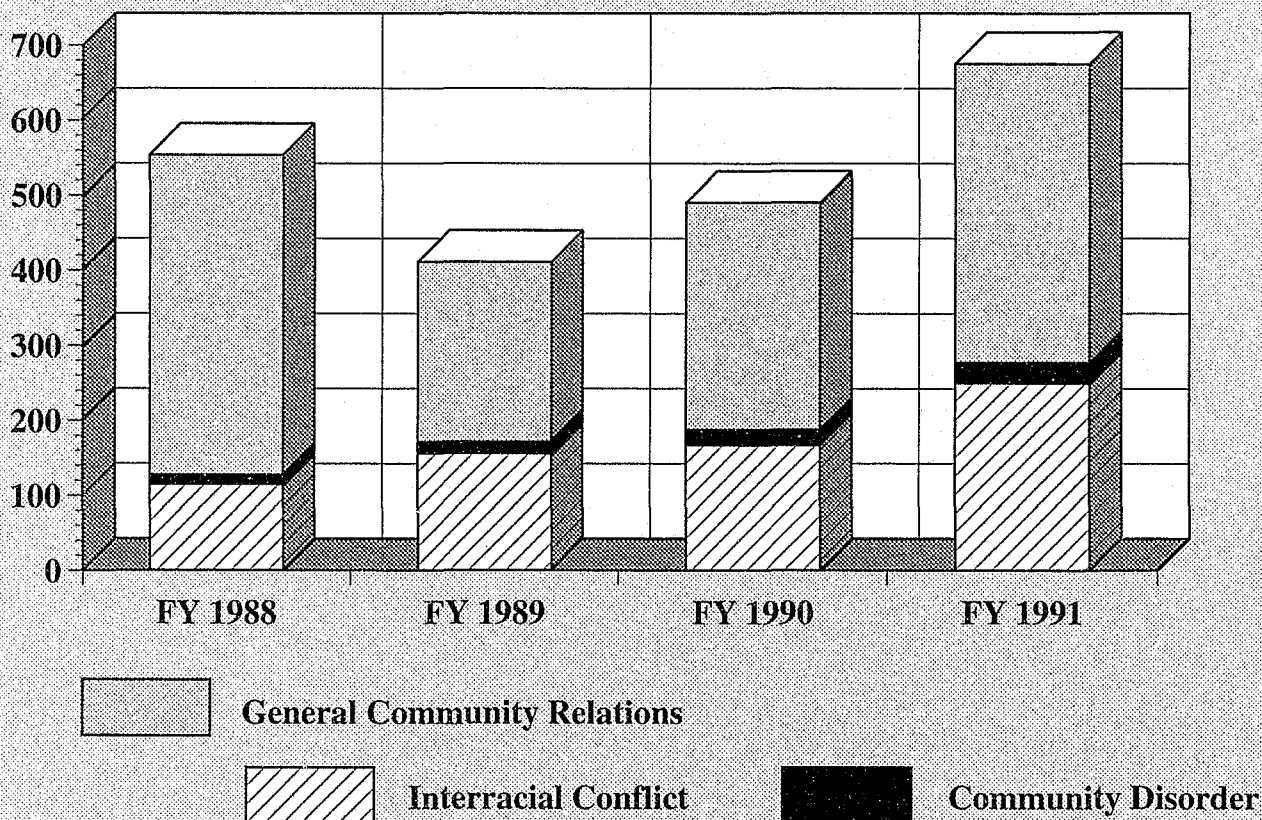
frequently involving high racial tension coupled with public demonstrations, violence, and police activity. The chart on page 15 shows the general community relations cases worked on by the Community Relations Service in fiscal years 1988, 1989, 1990, and 1991.

The following summaries demonstrate the type of services that CRS provided in general community relations in FY 1991:

Atlanta, Georgia. The 1996 Summer Olympics will be held in Atlanta, Georgia. The Olympic Committee plans to build a stadium in the Summerhill section of the city. Conflicts have arisen out of Black residents' recollection of disruptions related to construction of the Fulton County Stadium approximately 20 years ago, complaints about the dislocation and disruption that construction and use of the Olympic stadium will cause, and allegations that they have had no voice in planning for the Olympic stadium. CRS is conciliating these conflicts and has brought the two sides together to address the community concerns.

Los Angeles, California. On June 19, 1991, CRS convened a meeting of the Asian Pacific American Legal Center, the Southern Christian Leadership Conference, the Korean American Grocers Association, and the California Package Store and Tavern Owners Association in Los Angeles, California, to develop a Black/Korean Mediation Project. This project is an outgrowth of

General Community Relations by Project Area



CRS' conflict resolution casework between Korean American merchants and the Black clientele and communities in Los Angeles in which the stores operate. The groups agreed to cosponsor and conduct a merchants' workshop for avoiding conflict with customers.

Immigration and Refugee Assistance Activities

CRS' Office of Immigration and Refugee Affairs (IRA) performs three principal functions:

1. Provides for the reception, processing, and care of Cuban and Haitian entrants, pursuant to Section 501(c) of the Refugee Education Assistance Act of 1980

through the Cuban and Haitian Entrant Program (CHEP);

2. Provides shelter care and other related services to alien families and unaccompanied minors, and assistance to the Department and the Immigration and Naturalization Service (INS); and



Photo: CRS Staff

Central American unaccompanied minor entrants study English and learn other basic skills at the unaccompanied minors shelter administered by the Texas Key Program in Los Fresnos, Texas.

3. Assists CRS conciliators and mediators in immigration, entrant, and refugee affairs programming.

IRA activities are organized into two general programs: the Cuban/Haitian Entrant Program and the Unaccompanied Minors and Alien Family Shelter Care Program.

Cuban/Haitian Entrant Program

The CRS Cuban and Haitian Entrant Program consists of: (1) primary and secondary resettlement services; (2) halfway house facilities, family sponsorship and after-care programs for Mariel Cubans; and, (3) health and mental health care for certain Cuban and Haitian nationals provided by the Public Health Service (PHS). Caseload distribution is shown in the chart on page 17.

Primary and Secondary Resettlement Programs: CRS' Primary Resettlement Program pro-

vides transitional community-based refugee resettlement services to recently apprehended Cuban and Haitian nationals paroled from detention at INS Service Processing Centers, primarily the Krome

Service Processing Center in South Florida. The Secondary Resettlement Program provides resettlement services, emphasizing employment placement and retention, at specialized sites outside the state of Florida to Cubans and Haitians whose initial resettlement in South Florida did not lead to self-sufficiency.

In FY 1991, an unprecedented number of Cubans entered South Florida via rafts and boats. In response, CRS quickly expanded its Primary and Secondary resettlement programs and provided services to more than twice as many individuals in FY 1991 as were served in FY 1990. In FY 1991, CRS provided Primary and Secondary resettlement services to 2,810 Cubans and Haitians.

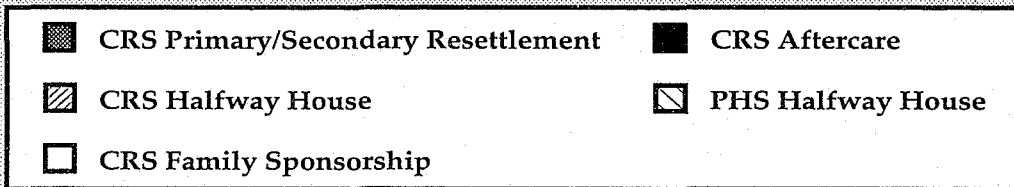
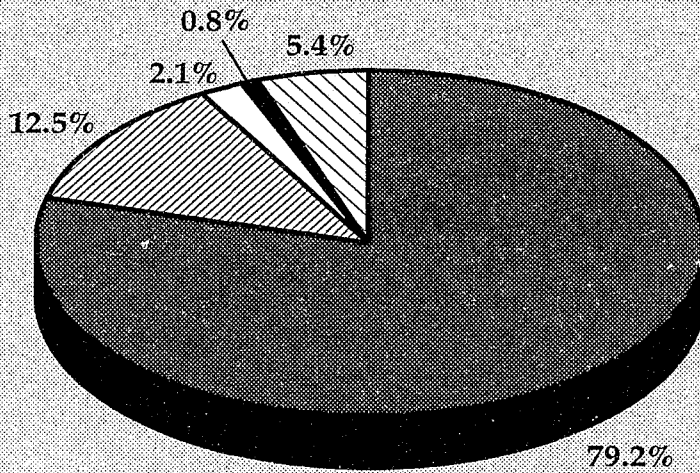
CRS' Primary and Secondary Resettlement programs facilitate



Photo: Jane Lowicki, Church World Service

CRS and Department of Justice officials meet with Church World Service officials on Haitian refugee resettlement activities and planning. Pictured left to right are: CRS Director Grace Flores Hughes; Ramon Garcia (partially obscured); Acting CRS Associate Director for the Office of Immigration and Refugee Assistance, Lynn McKenzie; Special Assistant Olga Trujillo, Office of the Deputy Attorney General; and Associate Deputy Attorney General Rex Ford.

FY 1991 Cuban/Haitian Client Resettlement Caseload



integration of Cubans and Haitians into the community, reduce the burden of this population on State and local resources, and avert community relations issues which might result from an uncoordinated or non-supportive Federal response.

To provide Primary and Secondary Resettlement services, CRS awards grants and cooperative agreements to voluntary agencies which provide shelter care, child welfare, and resettlement services. These services include:

- Arranging for family reunification or for entrants to be met at the point of final destination by the agency or sponsor providing resettlement services;

- Providing temporary accommodation, as necessary, and assistance in obtaining initial housing and essential furnishings;

- Assuring that food or food allowances and clothing are provided and that other basic needs of the entrants are temporarily met;

- Assisting entrants in applying for social security cards, registering children in school, and in preparing immigration documents for employment authorization and adjustment of immigration status;

- Providing employment counseling and referrals, as well as advising on availability and procedures for applying for training programs, if applicable;

dures for applying for training programs, if applicable;

- Enrolling entrants in comprehensive English as a Second Language (ESL) programs; and,

- Assisting entrants in obtaining appropriate health services and assisting those with known health problems in securing follow-up treatment.

Maribel Cuban Halfway House, Sponsorship and Aftercare Programs. The second component of CRS' processing and care function is its halfway house, family sponsorship, and aftercare programs for Maribel Cuban ex-offenders approved

for release by the INS from Federal detention facilities. These detainees have been returned to INS custody from various State and local criminal justice systems.

The population eligible for CRS' funded Mariel Cuban programs consists of certain Cubans who arrived in the United States during the Mariel Boatlift of 1980. Of the 129,000 Mariel Cubans that entered the country in 1980, approximately 40,000 have not adjusted their immigration status. Approximately 25 percent of this population (10,000), are statutorily ineligible for legalization under the Cuban Adjustment Assistance Act of 1966 or Section 202 of the Immigration Reform and Control Act of 1986, on the basis of criminality or mental health. Each time one of these individuals is arrested for, and convicted of the commission of a crime, he or she is eventually returned to the custody of the INS. Once in the custody of the INS, Mariel Cubans are reviewed annually for release from detention.

In FY 1991, CRS outplaced 516 Mariel Cubans, including 442 through halfway house programs, and 74 through family sponsorship programs.

CRS' halfway house system addresses the needs of the Mariel ex-offender population, while at the same time protecting public safety. The halfway house program provides highly structured, community-based transitional services to Mariel Cuban parolees with serious criminal records, lengthy periods of incarceration and limited job skills. Mariel Cubans with less serious criminal records, shorter periods of

incarceration, and high levels of social functioning and employment skills are eligible for CRS' family sponsorship program.

Both halfway house and family sponsorship programs provide the following essential services to Mariel Cubans: job development and placement assistance; group and individual counseling; acculturation, and socialization skills, and English-as-a-Second-Language training; and long-term follow-up to ensure compliance with conditional parole requirements.

Through an interagency agreement with the Public Health Service (PHS), an additional 192 Mariel Cubans were outplaced through PHS' mental health halfway house programs. The PHS administers two types of halfway house programs: (1) specialized short-term acute care programs for those Cubans with the potential for independent living; and, (2) specialized longer-term programs meeting the needs of those Mariel Cubans diagnosed as chronically mentally and/or developmentally disabled. In FY 1991, PHS' halfway house program provided services to 192 Mariel Cubans.

Through its aftercare program, in FY 1991, CRS provided transitional community-based follow-up care to 29 Cuban entrants discharged from mental health treatment programs administered by PHS. These follow-up services reduce this population's impact on State and local health and mental health care services.

Services provided by CRS' aftercare programs include provision of care and maintenance;

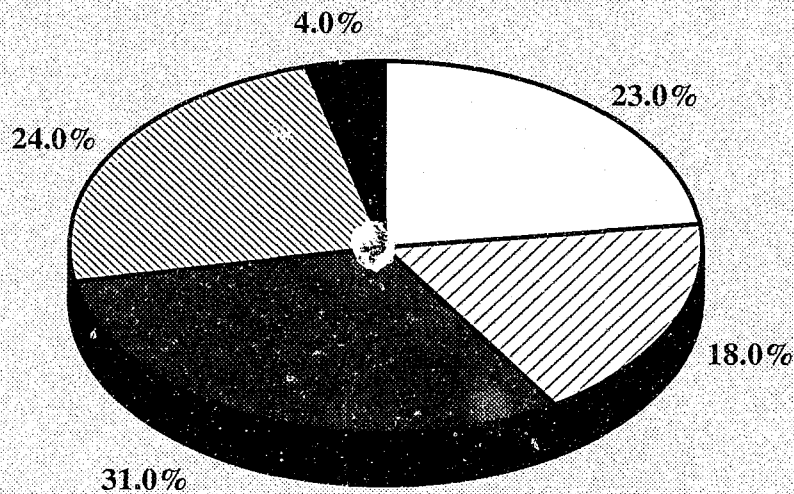
essential furnishings; food or food allowance; weekly stipends; personal counseling; ESL, life skills, and acculturation training; job development; introduction to, and information on accessing community support networks; medical, dental and mental health coverage/services; crisis intervention; and recreational services.

Medical and Mental Health Care Programs: Services for certain Cuban and Haitian nationals are provided by the PHS. Through an Interagency Agreement with PHS, CRS funds provision of health and mental health care services to Cuban nationals at St. Elizabeth's Hospital in Washington, D.C. and to Cuban and Haitian nationals at INS' Krome Service Processing Center in Miami, Florida, and performance of mental health evaluations on Mariel Cubans detained in INS and Bureau of Prisons (BOP) detention facilities across the country.

Alien Family Shelter Care and Unaccompanied Minors Program

Unaccompanied Minors. CRS has extensive experience in providing services to Cuban and Haitian minors apprehended by the INS. Since 1986, under a memorandum of agreement with INS, CRS has provided similar services to other alien minors detained at the INS Krome Service Processing Center in Miami, Florida, and other INS detention facilities.

FY 1991 Alien Shelter Care Program Population by Nationality



El Salvador
 Guatemala
 Honduras
 Nicaragua
 Other

In FY 1991, CRS provided residential shelter care, health services, counseling, educational, recreational, and family reunification services to more than 1,200 alien unaccompanied minors apprehended by INS through cooperative agreements with voluntary agencies. CRS programs provide services to both male and female unaccompanied minors, 17 years of age and younger. Males account for approximately 85 percent of the population. CRS provides shelter for unaccompanied Cuban and Haitian minors through interagency agreements with INS and the United States Catholic Conference.

CRS' involvement ensures that alien children apprehended by INS

are placed in safe and suitable environments. These services are provided in compliance with existing State child welfare standards and regulations. CRS' shelter care programs must be State licensed in order to ensure protection of children from potential exploitation, continuity of care, and equal treatment of care. The major thrust of CRS' program is to reunify minors with parents or first degree relatives residing in the United States while the minor's immigration status is adjusted.

Alien Family Shelter Care. In late 1988, due to conditions in Central America, large numbers of undocumented aliens entered the U.S. through South Texas. In

February 1989, as part of the Department of Justice's South Texas Enforcement Plan, the Office of the Associate Attorney General authorized CRS to provide emergency medical care, basic physical care, and maintenance services to illegal alien families and unaccompanied minors entering the Lower Rio Grande Valley of Texas.

An innovative public and private partnership between CRS, the American Red Cross and subsequently Texas Key Program, Inc. (TKP), and PHS provided a unique opportunity for the Department of Justice to respond to complex legal and humanitarian issues associated with apprehending and processing large numbers of undocumented

alien families and children. CRS' program has permitted the Department to pursue a vigorous and orderly process of adjudication, unimpeded by controversy or litigation arising from conditions of confinement.

In FY 1991, CRS provided shelter care services in South Texas through agreements with TKP and PHS.

CRS provided humanitarian services in FY 1991 to 962 aliens. Shelter residents are individuals who are awaiting final determination under INS deportation proceedings and individuals awaiting action on asylum applications. Males comprised 50 percent of the population served; individuals under the age of 18 comprised 53 percent.

As the shelter administrator, CRS coordinated and facilitated communication and responsibilities among the entities responsible for the day-to-day operation of the shelter TKP, PHS, and INS. CRS acted as a troubleshooter when problems arose among local jurisdictions, community groups, and the shelter. As the shelter operator, TKP provided food, clothing, shelter, and medical care. In addition to these basic needs, CRS provided educational, recreational, and acculturation services to the shelter residents. On-site CRS personnel acted as case workers for many of the minors and some of the adults at the shelter. In addition, CRS and TKP mobilized a number of local voluntary agencies to provide additional services to the shelter residents.

Management Improvements

Management Controls.

During FY 1991, the Office of Administration coordinated and refined the CRS Management Control System. Major activities included management reviews of the Miami Field Office, the Immigration and Refugee Affairs Grants Management Office, CRS Headquarters automated data processing security, and Regional Offices in New York City, New York, Atlanta, Georgia, and San Francisco, California. The Regional Office reviews were part of a systematic management review of all CRS Regional Offices which will continue in FY 1992. The reviews and subsequent corrective actions resulted in increased effectiveness and strengthened controls. In addition, by initiating the practice of contracting out special audits of recipient organizations, the Office of Immigration and Refugee Affairs will increase compliance and ensure the more effective financial management of CRS funds.

Staff Training. CRS held a National Staff Training Conference during FY 1991. At the Conference, conflict resolution staff were trained in implementation of new Standard Operating Procedures for Regional Program Operations, a fundamental programmatic management improvement. The Conference also included training on management initiatives in the areas of Total Quality Management, Federal employee ethics, personnel,



Photo: Daryl S. Borgquist

Headquarter's Public Affairs Intern, Lynn C. Christiansen, pictured with Director Grace Flores Hughes during the spring semester 1991. Christiansen's assistance proved invaluable while the Media Affairs Officer was mobilized for Operation Desert Storm.

equal employment opportunity, and work life policy issues. Additionally, CRS provided management control training at the National Staff Conference and at an Administrative Staff Assistants Conference.

Payroll Processing. A significant management improvement began in FY 1991 was the preparation for the conversion to the new PC-TARE payroll system. The adoption of USDA's flexible, state-of-the-art payroll and personnel system will provide increased support to the CRS personnel staff in providing high quality personnel and pay management services.

Automated Information System Resources and Security. CRS continued to make progress towards its automated information processing goals in FY 1991. Cabling was completed for the CRS Headquarters' local area network (LAN) in FY 1991, with implemen-

Right: Regional Director Robert Lamb, Jr., introduces the police use of force panel.



Photo: Daryl S. Borgquist



Photo: Daryl S. Borgquist

Above: CRS General Counsel Linda Martin-Crawford lays out the ethical standards employees of the Justice Department are expected to follow.



Photo: Daryl S. Borgquist

Above: Dr. Harry Kitano, Department of Social Welfare, University of California at Los Angeles discusses racial issues in the 90s from an Asian perspective.

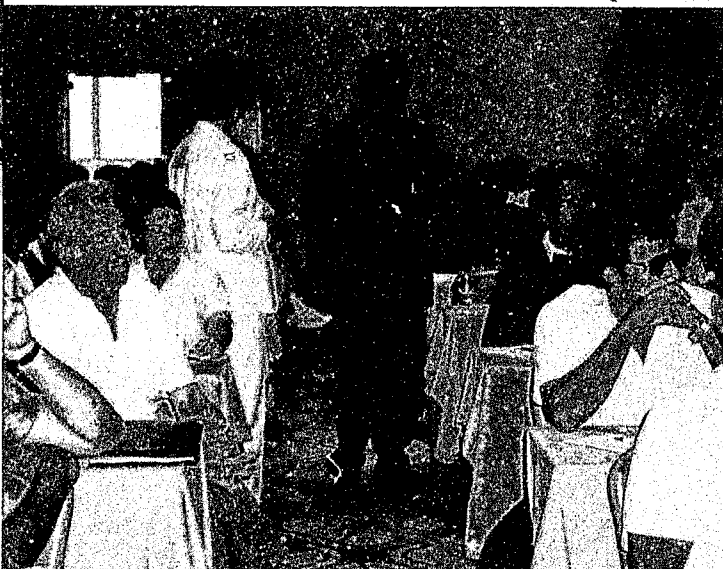


Photo: CRS Staff

Above: Conciliation Specialist Bill Whitcomb asks a question about the proposed standard operating procedures during an open session.



Photo: Daryl S. Borgquist

Above: Maria Luisa Mercado, an attorney with Mercado and McIntyre in Lubbock, Texas, presents a Hispanic perspective on racial issues in the 90s.



Photo: Daryl S. Borgquist

Above: Ron McCarthy, Manager of the Center for Advanced Police Studies at the International Association of Chiefs of Police discusses factors involving the police use of force with CRS staff.



Photo: Department of Justice

Attorney General Thornburgh (far left) and CRS Director Grace Hughes (far right) pose with the CRS recipients of the Attorney General's Award for Distinguished Service for their contribution to the Department's South Texas Border Initiative.

tation anticipated in FY 1992. Extensive development work took place for a new case reporting information system to be implemented in mid-FY 1992.

Antiquated minicomputer systems at Headquarters were terminated and replaced with personal computers as a major step in the transition to a distributed microcomputer processing environment. The Houston, Texas, and Detroit, Michigan, Field Offices received their first computers and printers. Each Regional Office and the Miami Field Office received an additional microcomputer that will house the CRS case reporting system and provide additional computing resources to those offices. A

computer security training plan was implemented and all CRS employees received computer security training.

Attorney General's Awards for Distinguished Service. Seven CRS staff members received the Attorney General's Award for Distinguished Service for their contribution to the Department's South Texas Border Initiative. The team was responsible for developing and implementing a plan for providing emergency medical care and basic physical care and maintenance services to illegal Central American alien families and unaccompanied minors.

The INS was compelled to apprehend and process a massive

influx of undocumented Central American aliens that included a large number of families and unaccompanied minors. Resources of city and county governments and community social service agencies of the Lower Rio Grande Valley were severely strained by the need to provide basic food, shelter, sanitation, and medical care to the newly arrived Central Americans. Rapid Departmental response to these conditions was necessary to avert a crisis. The CRS team provided this response.

Those receiving the award were: Jeffrey L. Weiss, Associate Director, Office of Immigration and Refugee Affairs; Kenneth G. Leutbecker, Deputy Associate

Director, Office of Immigration and Refugee Affairs; Amy F. Dale, Program Analyst, Office of Immigration and Refugee Affairs; Jay E. LaRoche, Program Specialist, Office of Immigration and Refugee Affairs—Miami; Rosa Urquiola, Program Specialist, Office of Immigration and Refugee Affairs—Miami; Ernest Stallworth, Program Specialist, Office of Immigration and Refugee Affairs—Miami; and Efrain Martinez, Conciliation Specialist—Houston Field Office, Texas.

CRS Service Recognition Awards. At its National Staff Conference, CRS recognized seven staff members for their exemplary service in FY 1991.

Western Regional Director, Julian Klugman, and Conciliation Specialists Vermont McKinney, Angel Alderete, and Stephen Thom each received CRS service recognition awards for efforts and accomplishments in resolving conflicts involving the minority community and law enforcement arising out of use of force by law enforcement in Los Angeles, California. Specifically, CRS recognized the team's work in addressing conflict in the racially-charged atmosphere following extensive media coverage of the videotaped altercation involving Rodney King and Los Angeles police officers.

New England Regional Director Martin Walsh received the CRS service recognition award for his efforts in developing the new, well-

received CRS publication *Avoiding Racial Conflict: A Guide for Municipalities*.

Gail Padgett, Associate Director, Office of Technical Assistance and Support, received the CRS service recognition award for managing CRS' special initiatives resulting in close working relationships with the U.S. Coast Guard, the Department of Housing and Urban Development, Justice's

Civil Rights Division, and the Federal Bureau of Investigation's Civil Rights and Uniform Crime Reports units.

Financial Assistant Truletta Hartsfield of CRS' Office of Administration received the CRS service recognition award for initiative in reviewing administrative procedures and employee compliance, and reconciling CRS accounts.



Photo: Daryl S. Borgquist

CRS Deputy Director Jeffrey Weiss hands CRS Director Grace Flores Hughes a CRS Service Award plaque for a member of the Western Regional Office at the CRS National Staff Conference in Tampa, Florida. Standing in the background from left to right are: Regional Director Julian Klugman, Vermont McKinney, and Angel Alderete.

Regional Highlights

The following overviews provide highlights of trends and activities during FY 1991 in the 10 CRS Regions.

Region I — The New England Region

The New England Regional Office recorded 62 hate-related alerts during FY 1991 — the second highest of any Region in the country. The Community Disorders Unit (CDU) of the Boston Police Department reported 273 hate crimes in 1990, up from 202 in 1989. The Anti-Defamation League (ADL) reported 18 percent more hate crimes directed at Jews in 1990 than were reported in 1989.

Beside providing conflict resolution services in individual communities, the New England Region joined the Massachusetts State Attorney General, Massachusetts Commission Against Discrimination, Anti-Defamation League, and Human Rights Commissions from throughout the State in sponsoring two well-attended and productive conferences during FY 1991. "Meeting the Full Human Rights Agenda: the Role of Human Rights/Relations Commissions," was held on November 28, 1990, in Worcester, Massachusetts. CRS also participated in the

"Massachusetts Conference on Hate Crimes: Municipal Response," was held in Wellesley, Massachusetts, on June 18, 1991.

A major influx of refugees and immigrants into New England, especially Southeast Asians, continues to contribute to racial tension in communities into which they have settled in significant numbers. CRS alerted 13 conflicts involving Indo-Chinese and 17 involving refugees in the Region during FY 1991, one of the highest alert levels in both categories of any Regional Office in the country.

CRS conciliation efforts were effective in addressing several conflicts in Revere, Massachusetts, involving the Southeast Asian community, police department, and White community, especially the heightened tension during the Summer of 1991 in the aftermath of the death of a White man, allegedly stabbed by a Southeast Asian. In Quincy, Massachusetts, CRS brought the Quincy Housing Authority, City of Quincy, police department, Norfolk County District Attorney, and Asian community leaders together to resolve charges of harassment of Asians by residents, and fear for the safety of their children. In Rhode Island, CRS efforts contributed establishment of an Interpreters Task Force to address the language barriers faced by Southeast Asians in the criminal justice system.

Other forms of conflict involving refugees or new immigrants included conflict experienced by the growing Haitian community in Somerville, Massachusetts; a successful "English Only," campaign in Lowell, Massachusetts, and similar initiatives throughout the State; and various efforts to limit or change bilingual education laws and programs.

A rash of crimes by Asian gangs created turmoil in the Asian communities of Massachusetts and Rhode Island during the Spring and Summer of FY 1991. CRS, the Massachusetts Attorney General, Massachusetts Office for Refugees and Immigrants, and Middlesex County District Attorney convened law enforcement officials and Asian leaders for an all-day workshop on July 10, 1991, to address Asian gang activity, and to foster better understanding and partnership between law enforcement and Southeast Asian community leaders. Fifteen municipalities with significant Asian populations participated in a symposium held for this purpose. The program resulted in a better understanding of the Asian gang phenomenon, and set steps in motion to deal with underlying issues such as Southeast Asian distrust of banks, language barriers, limited number of Asian police officers, misunderstanding of the U.S. criminal justice system, and poor

police-Asian community relationships.

CRS has initiated or responded with conflicted resolution efforts to address heightened racial tension and incidents between the police and minority communities throughout the Region. CRS addressed conflicts between Wellesley's Black community and the police department following the mistaken identification of Boston Celtics basketball player Dee Brown as a bank robber. Racial conflicts in Chelsea, Massachusetts, between Hispanics and the police department, and in Waterbury, Connecticut, surrounding allegations of police excessive use of force were resolved through negotiation of agreements mediated by CRS. CRS conciliated police-community conflicts in Ansonia, Stratford, and Norwalk, Connecticut, and conducted training workshops in Waterbury, Connecticut, for police chiefs from the municipalities of Central Connecticut. CRS also provided conflict resolution services to Boston, Massachusetts, police officers, city officials, and minority organizations in addressing conflicts surrounding alleged illegal stops and searches of minority youths.

Drugs and gangs are issues that continue to be of major concern in New England. The gang phenomenon appears to be growing and is too often ignored or underestimated in communities where it exists. The drug activity of gangs brings with it the use of weapons, often very sophisticated, and the increase in violence. Police, representing the authority most concerned with

drugs, crime, and youth violence, may tend to group youth together as gang members and/or drug dealers or users, creating opportunity for racial conflict when innocent parties are caught up in police anti-gang activity. The New England Region, working closely with HUD, brought together Federal, State, and local law enforcement officials, municipal leaders, and residents of public housing developments to develop partnerships between law enforcement and the community to combat drugs in public housing developments in a number of communities including Bridgeport, Hartford, Norwalk, New Haven, and Greenwich, Connecticut, and Lawrence, Massachusetts.

In March 1991, CRS, and the U.S. Departments of Education, Labor, and Health and Human Services sponsored a three-day New England conference on drugs and youth violence. Twenty-six municipalities sent teams representing elected leaders, law enforcement, school officials, health and service providers, and community leaders to learn from one another and to put into operation new plans and strategies to deal with drugs, gangs, and youth violence. CRS took the lead in organizing workshops on community policing, drugs and the minority community, and gangs and youth violence.

In higher education, minority student and faculty recruitment and retention, especially at a time of cutbacks in higher education, are issues that appear to be continuing on college campuses. There appears to be a growing conver-

gence around issues among the minority students at different predominantly White schools. This is evident in calls for minority law student boycotts to protest lack of minority faculty, and the NAACP New England Area Conference's focus on specific problems on college campuses. The conflict at the University of Vermont—Burlington in the Spring of 1991 is an example of this kind of conflict surrounding access issues. CRS was also called upon to provide conciliation assistance related to a racial altercation at the University of Maine in Orono, Maine. The arrest of a Black student attending Southern Maine Technical College by the South Portland Police Department led to charges of police brutality and the need for CRS to open dialogue between police, the College, and minority students.

CRS provided mediation assistance in resolving racial disputes in public housing in Somerville, Massachusetts, and West Haven, Connecticut. The long standing conflict surrounding fair housing in Boston, Massachusetts, and its suburbs was addressed in a voluntary settlement of an NAACP suit against HUD. CRS assisted the parties and the communities affected by the negotiated agreement to address the issues in a fair housing workshop on April 22, 1991.

Region II - The Northeast Region

The Northeast Region, comprised of New York, New Jersey, Puerto Rico, and the U.S. Virgin Islands, continues to experience major racial conflict. This Region conducts more general community relations cases than any other Regional Office. One of the Region's most noteworthy cases during FY 1991 involved resolution of racial conflicts in the Crown Heights community of New York City in the aftermath of a traffic accident in which a Black child was killed by an Hasidic Jew. CRS assisted community and municipal agencies in coordinating their responses to the Crown Heights area and assisted in rumor control to prevent additional violence.

CRS successfully mediated the conflict which had resulted in a boycott by some Black groups of a Korean fruit merchant on Church Avenue in the Flatbush section of Brooklyn, New York.

In New Jersey, six separate incidents involving White police officers and Black and Hispanic youths contributed to racial tension. In Brooklyn, New York, the Canarsie section was the scene of 11 separate racial incidents over a three-month period alone in FY 1991.

Introduction of community-oriented policing to improve police and community cooperation — especially in minority communities — is a growing trend. For example, New York City Police



Photo: FEMA

Northeast Regional Director Patricia Glenn receives an appreciation award for conflict resolution assistance in the aftermath of Hurricane Hugo from Jerry Connolly, Federal Emergency Management Agency (FEMA) Regional Administrator, Region II, and Stephen Kempf, FEMA.

Commissioner Lee Brown is introducing community-oriented policing concepts into the police department in order to bring policing closer to the people. CRS is actively involved in resolving conflicts through training and technical assistance in community-oriented policing. Notably, to lessen racial tension in the Territory, CRS developed and delivered a community-oriented police training program for law enforcement in the U.S. Virgin Islands. The Governor of the

Virgin Islands supported and attended the training.

Voting rights is a major issue in the region. Black and Hispanic residents are challenging the electoral process in New York City. Black voters are alleging that the city-wide process unfairly discriminates against them by not allowing them to elect Black representatives. Hispanic voters are protesting recent redistricting decisions which, they allege, do not afford them fair representation.

Region III - The Mid-Atlantic Region

During FY 1991, the Mid-Atlantic Region Office filed 227 alerts, a slight increase over the 218 alerts filed during FY 1990. Actual conciliation services were provided in more than 100 cases to scores of communities large and small; rural, suburban, and urban. Services in mediation, technical assistance, and training were provided to agencies, institutions, and groups representing the Region's diverse racial and ethnic composition.

The Region's services were concentrated in particular on addressing conflicts associated with minority community concerns about police policies and practices. Police-community cooperation appears to have improved in the major regional cities as a result of implementation of community policing plans, mini-stations, expanded community relations programs, and racial bias units. However, CRS' conflict resolution services were required in a number of mid-sized cities, including Erie and York, Pennsylvania; Roanoke and Virginia Beach, Virginia; Huntington, Charleston, and Wheeling, West Virginia; and Washington, DC. Each of these communities experienced significant tensions over issues of police use of force, patrol practices, and civilian complaint procedures. As conflict presented opportunity for re-examination of police policies and procedures, requests for CRS'

conflict services increased. Finally, the May 1991 civil disorder in the Mount Pleasant section of Washington, D.C., the most serious conflict situation in the region, surfaced serious police-Hispanic community issues involving language difficulties, cross-cultural conflict, and Hispanic police representation.

During FY 1989 and FY 1990, the Region reported significant increases in casework on college campuses. During FY 1991, CRS' higher education casework leveled off, reflecting what appears to be stabilization of tensions and conflicts. This, in turn, may be a reflection of the growing sophistication and sensitivity of college officials and leaders who have learned by direct experience the keys to managing racial and ethnic conflict on campus. Nevertheless, CRS extended conciliation services to a variety of higher education institutions, as conflicts developed over issues of reduced resources for minority recruitment, controversy over balancing free speech protection and student safety, and antagonism over acceptable campus conduct.

The growth in the number of refugees from Southeast Asia and Central America in some of the Regions's major cities continues to tax State and local resources available to address the diversity of languages, ethnic backgrounds, and customs. The settlement of new arrivals at a time of economic retrenchment and reduced services increased the prospect of misunderstandings and conflict, and prompted CRS' involvement. Overt hate activity against refugees appears to

be on the rise in some of the Region's communities, as reflected in CRS casework and published hate crime data.

Region IV - The Southeast Region

The Southeast Region is facing growing racial tension and conflict between minority groups. The conflict between Hispanics and Blacks in Miami and South Florida mirrors the general trend in the region. Proliferation of conflict between Blacks and Koreans, particularly Korean merchants, a more recent trend, may continue and increase.

The nature of racial conflict differs from State to State in this region. Mississippi is still perceived to be plagued with old civil rights problems and ways of addressing them. School conflict is frequent as Blacks often employ school and economic boycotts to pressure local school districts into favorable actions. Police use of force cases, like the Rodney King case in Los Angeles, California, have occurred in Georgia, but have received less media attention. The Region had one of the highest number of open cases involving conflicts over the use of force. Also, it has experienced a notable increase in alerts and casework involving anti-Semitism, paralleling an increase in anti-Semitic incidents recorded by the Anti-Defamation League.

In recent years, in many of the Region's cities, especially Miami,

Florida, the triggering incidents for racial conflict have been perceptions of excessive use of force, often by Hispanic police officers against Blacks. The large Haitian population of Miami and South Florida is politically active and remains very sensitive to developments in Haiti and U.S. policy toward Haiti. The election of Jean-Bertrand Aristide as President of Haiti brought new optimism and hope to the Haitian community, and the Haitian-American community's expectations of progress in Haiti were very high. Political developments in Haiti have had a powerful impact on the community in South Florida and resulted in increased racial conflicts.

The Hispanic population in the Region is growing rapidly, especially in South Florida. CRS cases involving Hispanics have more than doubled from FY 1990 to FY 1991. In FY 1991, CRS responded to seven separate conflicts involving Hispanics in Gainesville, Georgia, alone. Existing hate groups having strong local influence have directed their attention toward Hispanics. Many Hispanic immigrants now reside in the suburbs of Atlanta, Georgia, where the actions of small town police are frequently precipitating ethnic conflicts. The situation is so serious that Mexican Consul General Teodora Maus in Atlanta issued a public statement decrying police tactics and requested CRS' assistance in mediating the conflicts. These conflicts, which CRS is addressing, are not isolated. The population of Southeast Asians has grown rapidly in some areas of

the Region. Racial and ethnic conflict involve fishing in coastal waters, police response to gang activity, and bias based on racial and cultural differences. CRS has increased its efforts in training police officers community-by-community in cultural sensitivity vis a vis Southeast Asians.

Redistricting of voting districts has returned full-force as an issue contributing to racial tension. Throughout the Region, Blacks have challenged redistricting plans on the basis of equity.

Region V - The Midwest Region

In the Midwest Region, population shifts have had a significant impact on economics, government,

housing, education, health, and race relations, resulting in increased CRS conflict resolution activities in suburban communities. The 1990 Census illustrates that minorities, particularly Blacks, have moved to the suburbs in increasing numbers. This is leading to rising racial tension across a broad spectrum of issues, such as housing, education, administration of justice and the right to privacy (some suburban towns require detailed disclosures of private information). The loss of congressional seats and redistricting of voting districts is likely to generate tension along racial lines as Whites, Blacks, and Hispanics vie to have a voice in government.

Communities are making an increasing number of requests for assistance regarding hate group activity as a result of the implementation of the Hate Crime Statistics



Photo: CRS Staff

Presenters at the "Minnesota Mayors' Conference on Cultural Change," cosponsored by the Community Relations Service on July 12-13, 1991, attended by mayors, chiefs of police, and community leaders from rural Minnesota. Pictured left to right are: (Front row) CRS Director Grace Flores Hughes; Dr. Guadalupe Quintanilla, Assistant Vice President for Academic Affairs, University of Houston; Linda Yanez, Regional Director for the Mexican American Legal Defense and Education Fund; and CRS Conciliator Valentin Obregon; (Back Row) CRS Mid-West Regional Director Jesse Taylor; Eduardo Wolle, Executive Director, Spanish-speaking Affairs Council for the State of Minnesota; and Mayor Terence Stone, Madelia, Minnesota.



Photo: CRS Staff

Valentin Obregon moderates and conducts the Minnesota Mayors Conference.

Act. CRS has already responded to a request to assist Cincinnati, Ohio, in conducting a workshop on hate group activity. Many more similar requests are expected in FY 1992, as much of the racial conflict in the Midwest Region surfaces as hate activity. Typically, hate activity occurs when a minority person or family moves into a predominantly White community.

The most publicized event impacting race relations in the Midwest region during FY 1991 was the discovery of gruesome multiple murders in Milwaukee, Wisconsin. Many of the victims allegedly killed by Jeffrey Dahmer were minority youths. CRS staff were on-site frequently during the summer of 1991 to provide community conciliation services to the minority community. Community concern centered on the fact that police had not responded to complaints about

Dahmer, even returning a naked, beaten Asian youth to Dahmer. The boy was later murdered. The community's perception of the police response was that officers had made a field decision based on racial stereotypes rather than responding to the potentially criminal actions of the murderer, which would have saved several victims' lives. CRS worked with the minority community and municipal and police officials to resolve conflicts over fair and effective policing practices in the minority community.

Based on the Midwest Region's case activity in the area of alleged police excessive force, it appears that Midwestern cities will continue to use CRS technical assistance to establish civilian oversight mechanisms for their police departments. Since 1989, civilian oversight mechanisms were established in Minneapolis, Minnesota; Indianapolis, Indiana; and Dayton, Youngstown, Cleveland, and Toledo, Ohio.

Native American spear fishing in Wisconsin continues to be an issue with some sports fishing groups and anti-treaty rights groups. However, the potential for conflict has been reduced with the recent issuance of a Federal Court order barring interference with Native American spear fishing activities. Although there has been little media coverage, word is also getting around that the Native American tribes in Wisconsin have undertaken massive fish stocking activities in recent years, increasing rather than decreasing the numbers of fish.

Region VI - The Southwest Region

In the Southwest Region, perceptions of police excessive use of force continue to be the most pervasive and dominant cause of racial conflicts. In FY 1991, there were 30 open cases in this region. CRS is not the only governmental body to recognize this situation, as the Attorney General of Texas recently said, "Texas has the largest number of law suits filed against it, for the use of excessive force, than any other state in the country." The Southwest Regional Office has conducted many in-service training workshops for police departments in Texas addressing minority community concerns and perception of discrimination, and communications between police and the minority community.

The New Orleans, Louisiana, area and the parishes of Jefferson, St. Bernard, and Plaquemines have experienced problems with hate activity. In the last year, synagogues in New Orleans have been vandalized. In Jefferson Parish, conflicts have arisen over the perception by some minorities of alleged ties between law enforcement and hate groups.

In Houston and South Texas, racial conflicts could increase over the coming years as their population numbers increase. The sudden surge in minority population is exerting great pressure on the area's social and economic resources and governmental bodies. The tenden-

cy of these groups to vie with one another for advancement and representation in government and employment could also increase racial tensions in this Region.

Youth, drug, and gang violence could continue to contribute to racial tension in New Mexico and Central and West Texas that may be addressed by CRS' Southwest Regional Office. According to the Albuquerque Police Department, there are more than 30 identifiable gangs in that city, with a combined gang membership of more than 3,000, at least two-thirds of which are juveniles. Between 30 and 50 percent of all drug arrests in the city are estimated to be gang related. Increased gang activity has heightened interracial violence and increased the need for conflict resolution between racial groups, and between racial groups and law enforcement.

Gang problems are also common in Austin and Dallas/Fort Worth, Texas, and New Mexico. The problems are spreading at an alarming rate to smaller Texas cities of Midland, Odessa, San Marcos, and Georgetown. Las Cruces, New Mexico, faces similar gang activity, and the gangs are spreading to Carlsbad and Roswell, New Mexico. The minority community supports street gang and drug reduction activities of law enforcement. But there is also a high potential for racial disputes based on adverse reaction to perceptions of law enforcement excesses or discrimination.

CRS is handling a larger number of court-referred mediation

cases in Arkansas where it has developed an excellent relationship with district judges. In FY 1991, CRS had eight court-referred mediation cases open at the same time.

Region VII - The Central Region

Hate group recruitment for organizations like the Ku Klux Klan continues in this Region. During FY 1991, CRS completed 23 cases involving conflicts over hate group activity. Cases in Waterloo and Dubuque, Iowa, clearly illustrate other racial problems. The Waterloo case involving conflict between the police department and the minority community is discussed at length in the administration of justice section of this report.

In the Central Region, the 1990 census figures show dramatic growth in the minority population over the last 10 years. In Kansas, for example, the biggest factor resulting in minority population growth was the number of Asians and Hispanics drawn by the promise of jobs in the huge meat-packing industry in the southwestern part of the State. In Nebraska, Omaha continues to have drug-related problems, largely in the Black community, and has seen the emergence of Hispanic gangs resulting in increased racial conflict.

Native American issues continue to be a prominent part of conflict resolution activities in Kansas and Western Nebraska. In Kansas, taxation of goods sold on reservations,

the shooting death of a Native American by a Lawrence police officer, and the proposed erection of a Native American statue in Wichita, Kansas, have resulted in racial tension and conflict. In Nebraska, rivalries among Native American tribes and between Native Americans and police, and conflicts over management of reservation properties are major areas of CRS casework.

In Missouri, varying factions of the Missouri White Knights, a Ku Klux Klan organization, have reemerged, promoting racial discrimination and holding recruitment rallies in Springfield, Rolla, Lebanon, St. Roberts, and Waynesville. CRS has monitored racial tension for possible conflict as these events have occurred. Also the White supremacist organization, the Nationalist Movement based in Mississippi, has publicly expressed its intention to gain access to public television in South Central Missouri. CRS has facilitated discussion of issues between minority groups and television and cable owners. Hate group and related activities, such as racial conflict, cross burnings, community disorders, and demonstrations continue to increase in Missouri. In FY 1991, CRS alerted 250 incidents of interracial conflict compared with 167 in FY 1990.

In Iowa, recent racial incidents involving cross burnings have occurred in Dubuque and Council Bluffs. Des Moines has experienced an escalation of gang-related activities including drive-by shootings and other violence along with a rapidly growing Asian population.

Region VIII - The Rocky Mountain Region

Highly publicized activities and recruiting efforts by organizations of the Ku Klux Klan in the Rocky Mountain Region in FY 1991 have resulted in a significant increase in racial tension and interracial conflict. Denver, Colorado, is the focal point of these activities. Additional public Klan activities, requiring extensive law enforcement deployment and contingency planning, are anticipated in Denver in FY 1992. CRS will provide technical assistance with contingency planning and will monitor racial tension during all publicly announced Klan activities, as well as other hate group activity, to avert racial violence.

In FY 1988 and FY 1990, CRS sponsored statewide Southeast Asian refugee conferences in Colorado and Utah to bridge relationships between law enforcement and Asian community leaders. In FY 1991, despite better relationships between law enforcement and the Asian community, youth gang activity was serious, highlighting the need for even closer communication between law enforcement and the Asian community.

CRS has addressed racial violence issues involving minorities and White non-students at several colleges and universities in the Region during the past two years. At the University of Wyoming, in the aftermath of a series of fights

between Black athletes and White non-students, CRS provided training for law enforcement officers assigned to the campus, and the city and county of Laramie, Wyoming. CRS also conducted a complete racial assessment at the University of Wyoming with follow-up assistance extending into FY 1993.

The Rocky Mountain Region is the site of 26 Native American Reservations, and Regional staff handled 43 percent of all CRS cases involving Native Americans during FY 1991. The principal sources of racial tension are related to tribal sovereignty and disputes with State officials over taxation, licenses, gaming, and allocations of resources.

One of the main issues which has stood in the way of better relations between tribes, the States in which they are located, and the non-Indian communities located on or near the reservations, has been the inability to effectively coordinate their respective law enforcement and court systems. An attempt to address this issue was made at a conference on "Civil Jurisdiction of Tribal and State Courts: From Conflict to Common Ground" on June 30 to July 2, 1991, in Seattle, Washington. On the recommendation of the Standing Rock Sioux Tribe, CRS was asked to assist in planning and participating in a North Dakota regional Tribal/State Conference of Traffic Safety in October 1991 to resolve jurisdictional issues.

Region IX - The Western Region

The Western Regional Office serves one of the most racially and ethnically diverse populations in the country. Clearly, reflecting this diversity, CRS staff in the Region handled 35 percent of all the Service's cases involving Hispanics and 33 percent of all cases involving Asians in FY 1991. The number of cases involving Blacks was nearly equal to the number of cases involving Hispanics.

The excessive use of force incident involving Rodney King and the Los Angeles Police Department was the most significant racially-oriented news event in the Region during FY 1991. It has affected, and will continue to affect, every police department in the Western Region. Reports of alleged racial incidents involving police being videotaped or verbally reported to local police departments surged overnight. In FY 1991, the Region opened 16 cases on excessive use of force compared with 10 in FY 1988 continuing a trend of higher casework in this area. There were 28 alerts of excessive use of force in FY 1991, an increase from 25 in FY 1990.

One of the major activities addressing the excessive use of force from the standpoint of racial conflict was the Community/Law Enforcement Conference facilitated and cosponsored by CRS on June 21-22, 1991, in San Pedro, California. This conference brought together Los Angeles

County police chiefs and minority community leaders to encourage dialogue on law enforcement policy and practice. CRS is convening a series of planning sessions as a follow-up to this conference to develop an action plan for implementing the recommendations of the conference. Recommendations to be implemented involve police citizen complaint policy, use of force, training, education and recruitment of police officers.

Incidents of racial and ethnic violence at multicultural high schools have remained at an all-time high on secondary school campuses throughout the Region. Nearly 43 percent of new cases opened in FY 1991 in this Region were in education. CRS response to racial conflict at schools includes Student Problem Identification/Response Programs (SPIR) and formation of student response teams. CRS also trains teachers in conflict resolution as another approach.

With school reform, several California school districts have required teachers, administrators, parents, and students to make decisions at the local school site. This trend has resulted in confrontations between minority parents and community representatives, teachers, and administrators. Site-based management (SBM) conflicts have led to demonstrations, racial allegations, withdrawal of students, and threats of violence. CRS is developing models, technical assistance strategies, and training programs for preventing and intervening in SBM conflicts impacting minority students. In FY 1991, CRS com-

pleted a case study of SBM conflicts in 12 schools. CRS, in conjunction with the Los Angeles Unified School District, is currently developing a training model for administrators in prevention and early intervention in SBM confrontations.

In this Region, conflicts between developers and Native Americans arise with the improper testing or discovery of Native American remains or artifacts. California State law mandates consultation with Native Americans in addressing the handling and status of Native American remains. CRS has successfully mediated Indian burial site disputes in the State of California working closely with the California State Native American Heritage Commission. CRS also successfully mediated a case between Stanford University and Native Americans about the University's collection of Native American artifacts and remains. Cases involving universities and institutions could increase as Native American collections are returned for reburial.

Gangs and drugs continue to be a very serious problem almost everywhere. Differences regarding methods of enforcement continue to prevail, as exemplified in the Regional Office's casework. CRS staff are working with a Southeast Asian youth diversion project involving community organizations in San Francisco's East Bay, racial conflicts involving Cambodian and Latino youth in Long Beach, and Black and Latino youth in South Central Los Angeles. CRS is also

training community youth gang services staff in Los Angeles and working with HUD on a public housing drug plan in the Venice area of Los Angeles.

For a third year, the Regional Office has been mediating agreements for the formation of Asian Advisory Committees (AAC) to assist law enforcement in cities with high crime and violence related to Southeast Asian communities. CRS efforts resulted in the establishment of 14 AAC's throughout California and Arizona. CRS will continue to work with existing AAC's and will attempt to form new ones in Orange and Los Angeles Counties in California.

Region X - The Northwest Region

The presence of a number of organized White Supremacist and Skinhead groups in the Northwest Region is accompanied by an increase in racially-motivated incidents resulting in racial conflict that CRS is addressing through its services. In FY 1991, almost one-third of all CRS' open cases involving hate groups were in this Region. Approximately 20 percent of all alerts involving hate group activity were in this Region. Community concerns related to hate group activity have prompted the Northwest Coalition Against Malicious Harassment, with assistance from CRS, to track and document bias crimes reports. CRS is adjusting its conflict resolution

strategies based on these findings. For example, from January 1 to December 31, 1990, there were a total of 381 incidents of harassment involving a total of 50 communities. These involved 522 victims and 611 perpetrators.

From these numbers a new and significant trend is emerging as a considerable number of minorities, particularly Blacks, are being identified as perpetrators of racial incidents in retaliation for incidents against them. The number of communities in which hate groups become active continues to grow, especially through the highly mobile Skinhead youth groups.

A key focus of CRS conflict resolution activities is building communication through agreements between minority communities and law enforcement to ensure decisive intervention of the criminal justice system to prevent the escalation of hate crimes. The agreements are based on community policing concepts. CRS' efforts with the Portland, Oregon, police department and minority community are a prime example of using community policing to address racial conflict.

Some smaller communities are forming human rights task forces or committees to address racial hate incidents on a local level. With CRS assistance, Spokane, Washington, and more than 12 other

communities in the State of Washington formed this mechanism as part of their effort to address racial conflict.

The Northwest Regional Office is coordinating with CRS' Office of Technical Assistance and Support and the Federal Bureau of Investigation in training and technical assistance related to the implementation of the Hate Crimes Statistics Act. CRS staff in the Region are also assisting a committee of law enforcement officials representing Washington, Oregon, and Idaho in developing bias crime policies and training models for these three States.

Gang and drug activity are producing serious and often polarizing situations in Portland, Oregon, and Seattle and Tacoma, Washington, in particular. In FY 1991, a White child killed by a member of a Black drug gang in Portland served to further polarize Black and White residents. Similar problems are now surfacing in cities in Alaska. CRS is providing assistance in conflict resolution planning with Federal, State, and local officials. In Portland, Oregon, CRS facilitated the establishment of the House of Umoja, a Philadelphia, Pennsylvania, gang prevention program.

The issue of gangs and drug enforcement is affected by police field practices, where minority

youth often feel that treatment is discriminatory and based upon negative racial stereotypes. Community-oriented policing, which the Northwest Regional staff has been encouraging as a means of bringing the minority community and law enforcement together, is a remedy for this difficulty. It results in changed field practices and use of force. In addressing increased allegations of police use of excessive force and discriminatory field practices, CRS conflict resolution activities will focus heavily on citizen complaint procedures, due process, training, and use of force policies.

Racial and youth gang violence, often involving drugs, has increased in the public schools, resulting in more requests for assistance from concerned parents and school administrators. CRS anticipates continued requests from school districts to provide consultation and technical assistance in developing anti-harassment school policies, staff training on racial conflict management, and anti-gang strategies.

CRS assistance has been requested from the Washington State Supreme Court to continue conflict resolution assistance regarding allegations and findings of disparity in the courts, including assistance on the bilingual needs of the court.

Looking Ahead

CRS actions under its mandate continued to make a significant impact on individuals and communities in FY 1991. Based on current trends, CRS expects to continue conflict resolution efforts to address police and minority community relations, official response to hate group activity, allegations of discrimination against refugee groups and Native Americans, campus unrest, police response to youth gangs and drug crimes and disputes involving voting rights.

Future Plans for SOP Implementation

In an effort to improve the services that the agency provides to the public, CRS is implementing a system of standard operating procedures for Regional Program Operations. These procedures establish the level of quality that CRS staff follow as they deliver conflict resolution services to the public.

To support the implementation of these initiatives, CRS will institute a comprehensive field staff development program. The ultimate goal of this program is to establish within CRS the institutional capability to provide all current and future Conciliation Specialists with the opportunity to



Photo: U.S. Department of Justice

Attorney General Dick Thornburgh pictured with Orr Elementary School Student oral competition team in the Great Hall at Main Justice.



Photo: U.S. Department of Justice

Assistant Attorney General Jimmy Gerule (center) introduces Attorney General Dick Thornburgh to Orr Elementary School Principal Lawrence Boone at a ceremony for all of the schools assisted by the U.S. Department of Justice as part of the voluntary Legal Advocates in Education program.

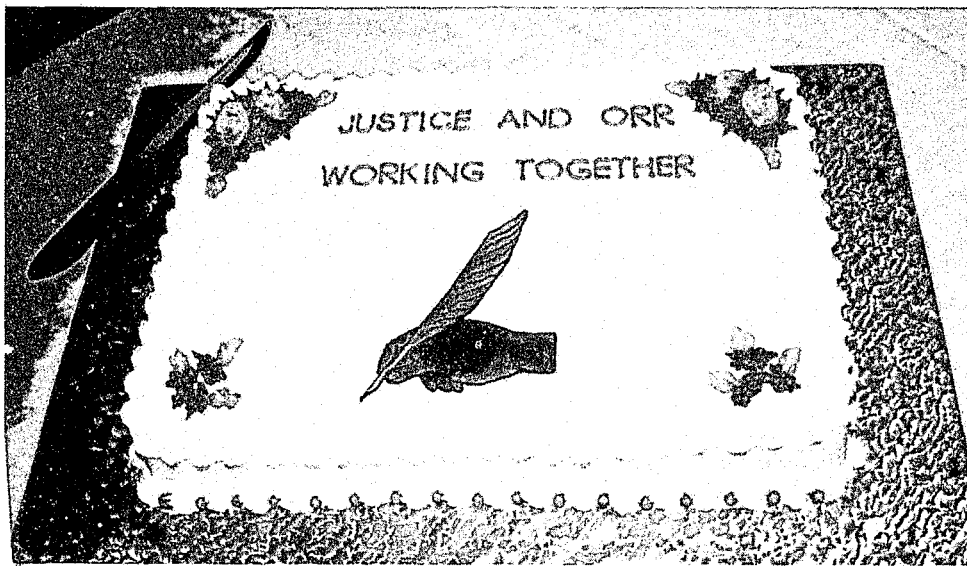


Photo: Ron Tomalis

acquire and enhance, through a formal training program, knowledge and skills in the area of conflict resolution, negotiation, and mediation.

CRS Command Center

During FY 1991, OTAS coordinated the development of an operational plan for the implementation of a complete CRS Crisis Management system for CRS. This system includes the development of a Crisis Command Center. A request for staffing the Command Center has been approved and authorized in the FY 1992 Budget. This will enable CRS to establish a

centralized alert system for the agency and to more efficiently and effectively control and coordinate agency activities and communications with all other agencies responding to crisis situations.

Immigration and Refugee Affairs

CRS expects that, due to the September 30, 1991, coup in Haiti, the number of Haitians fleeing their country for the United States will increase dramatically. If this occurs, in FY 1992, CRS will have to expand its Primary/Secondary Resettlement Program in order to meet the increasing demand for these services.

The Community Relations Service Offices

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Refugee Affairs
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To report incidents of racial harassment and hate violence and to request assistance, call the Community Relations Service at **1-800-347-HATE**. A TDY operator is available for the hearing impaired from 9:00 a.m. to 5 p.m. Eastern time.

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