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UNITED STATES
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National Hate Crimes Training

Curriculum for Command Officers

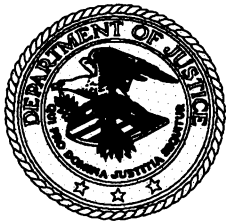
Developed in partnership by:

**International Association of Directors of
Law Enforcement Standards and Training**

National Association of Attorneys General

U.S. Department of Justice

U.S. Department of the Treasury



**UNITED STATES
DEPARTMENT OF JUSTICE**

**National Hate Crimes
Training
Curriculum for
Command Officers**

(Vol. 4, November 1998)
(Printed December 1999)

NCJ 176994



Office of the Attorney General
Washington, D. C. 20530

I am deeply concerned about the problem of hate crime in the United States. It is a concern shared by the President and by Americans throughout the country. We as a nation have largely overcome a difficult chapter in our history, and we enjoy an unparalleled level of freedom from hatred and bigotry. But pockets of bias-related violence and intimidation remain and threaten the progress we have made. Hate crime has no place in civilized society.

The primary responsibility for hate crime investigation begins with dedicated state and local law enforcement officials. In some communities, these officials may need additional training to develop the specialized skills necessary for the identification, reporting, investigation and prosecution of hate crimes.

As part of a comprehensive initiative by the Department of Justice to address hate crime, I asked the Community Relations Service and the Federal Bureau of Investigation's Hate Crimes Unit to work with Federal, State and local law enforcement agencies to develop a model hate crime training curriculum. I wanted to identify the best policies, procedures, practices, techniques and materials available to train law enforcement officers, and create model curricula with an equitable balance of instruction on law enforcement, victim assistance and community relations. To this end we joined with the National Association of Attorneys General, the International Association of Directors of Law Enforcement Standards and Training, the Department of Treasury's Federal Law Enforcement Training Center, the Department of Justice's Office for Victims of Crime, and the Federal Bureau of Investigation's National Training Academy and Uniform Crime Reporting Division. This remarkable partnership produced four new training curricula for patrol officers, detectives, policy-level officers, and a mixed audience of all three levels. I thank these State and local agencies for their valued participation. These courses have been extensively field tested, reviewed by national law enforcement organizations, and are ready to be taught in law enforcement departments and academies.

The problems posed by hate crime are difficult, but not insurmountable. I am confident that through a true partnership of Federal, State and local law enforcement and civil rights organizations, we can make a substantial contribution towards reducing hate crime's devastating impact on our communities. I am grateful for your assistance in this most critical endeavor.


Janet Reno

Acknowledgments

This curriculum was developed jointly by the U.S. Department of Justice, the National Association of Attorneys General,* the International Association of Directors of Law Enforcement Standards and Training, and the Federal Law Enforcement Training Center of the U.S. Department of the Treasury. Thanks go to the Bureau of Justice Assistance and the Office of Community Oriented Policing Services, U.S. Department of Justice, for their assistance in the publication of this curriculum. Thanks also go to the Bureau of Justice Assistance, the International Association of Chiefs of Police, and the Anti-Defamation League for their assistance and guidance in the implementation of this national training initiative.

The U.S. Department of Justice gratefully acknowledges the contributions of the professionals who served as members of the National Working Group on State and Local Law Enforcement Hate Crimes Training Curricula. It was their time and commitment that made it possible to design and develop the four new model curricula. The members who served on the Department's National Working Group are:

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* The participation of the National Association of Attorneys General (NAAG) in this joint effort should not be interpreted to mean that NAAG, or any State attorney general's office, requires any State or local law enforcement academy, agency, or department to make use of this curriculum for training.

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A total of four hate crime curricula have been developed and are available from the U.S. Department of Justice. The curricula are:

- **Patrol and Responding Officers (Vol. 1, October 1998)**
- **Detectives and Investigators (Vol. 2, October 1998)**
- **Core Curriculum for Patrol Officers, Detectives, and Command Officers (Vol. 3, October 1998)**
- **Command Officers (Vol. 4, November 1998)**

The training curricula can be obtained by calling the Bureau of Justice Assistance Clearinghouse, Office of Justice Programs, at 1-800-688-4252, or by writing the Clearinghouse at P.O. Box 6000, Rockville, MD 20849-6000.

BJA Bureau of Justice Assistance

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Introduction and Guide for Administrators and Instructors[‡]

Bias crimes seriously threaten our democratic society, which is built on the strength of its diversity. These crimes represent a particularly heinous form of physical and/or verbal violence, in which thousands of Americans are victimized each year because of their skin color, ethnicity, religion, gender, or sexual orientation. Growing concern exists across the country, in communities large and small, urban, suburban, and rural, about the prevalence of bias crimes. Crimes such as these, striking at the heart of our country's democratic principles, threaten the very foundation of our society. Swift and effective investigation, prosecution, and response to the victims of these crimes are critical for developing and maintaining respect for and appreciation of the growing diversity of our country's citizens.

This training package builds on best efforts and practices to date identified jointly by the U.S. Department of Justice (including the Federal Bureau of Investigation), the National Association of Attorneys General, the U.S. Department of the Treasury, and the International Association of Directors of Law Enforcement Standards and Training, with assistance from a national panel of law enforcement and victim assistance experts.

This training manual utilizes and adapts written lesson plans and materials from the following four sources:

- (1) *National Bias Crimes Training for Law Enforcement and Victim Assistance Professionals*, by the Education Development Center, Inc., and the Massachusetts Criminal Justice Training Council, funded by the U.S. Department of Justice, Office for Victims of Crime;

This section was adapted with permission of Education Development Center, Inc., from *National Bias Crimes Training for Law Enforcement and Victim Assistance Professionals*, by Karen A. McLaughlin, Kelly Brilliant, and Cynthia Lang of Education Development Center, Inc., in partnership with the Massachusetts Criminal Justice Training Council. Copyright © 1995 by Education Development Center, Inc. Funding for the manual was provided through a grant from the U.S. Department of Justice, Office for Victims of Crime, and the Bureau of Justice Assistance.

[‡] This curriculum is a result of a joint effort by the U.S. Department of Justice, the National Association of Attorneys General, the U.S. Department of the Treasury, and the International Association of Directors of Law Enforcement Standards and Training. It is a model training built on a compilation of best efforts and practices in this area to date.

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- (2) *Hate/Bias Crimes Train-the-Trainer Program: Small Town and Rural Training Services*, by the Federal Law Enforcement Training Center (FLETC) National Center for State, Local, and International Law Enforcement Training;
- (3) New Jersey Bias Crime Training Program of the Office of Bias Crimes and Community Relations in the New Jersey Division of Criminal Justice, Office of the Attorney General; and
- (4) Law Enforcement Civil Rights Training Program of the Civil Rights/Civil Liberties Division of the Massachusetts Office of the Attorney General.

This curriculum is based on best policies, procedures, practices, and materials being used to address bias crimes; existing research on bias crimes and offenders; and studies on the effects of these crimes on individuals and communities. The curriculum was field tested to ensure that it was user friendly and relevant to law enforcement professionals. The results are reflected in the approach and materials presented in the guide.

Purpose of the Training

NOTE: In this training program, the terms “bias” and “hate” are used interchangeably.

Professionals in law enforcement increasingly find that they must respond more effectively to the victims of bias crimes and work more effectively.

 **Note to the Instructor:** The training package was designed to be used as an 8-hour program. Some departments may not have the ability to provide 8 hours of training time for staff on any 1 day. But it can also be used for a 4-hour program. Each session can be presented separately, but it is highly recommended that all sessions be provided sequentially. If you do not have an 8-hour training block available, it is recommended that you concentrate on core component issues, which are identified with an asterisk (*), to facilitate individualized use of the curriculum in local settings.

Key Features of the Training Approach


The following characteristics are central to the design of the training:

Comprehensive Approach


This curriculum was developed to address the range of issues relevant to bias crimes: deterrence and prevention; the needs of victims and communities; and investigation, reporting, and prosecution of these crimes in the criminal justice system.

The curriculum was also developed in a modular format to enable local jurisdictions to adapt the training to their own needs and time constraints. The sessions of the curriculum have been developed sequentially. Occasionally one session is a prerequisite for another session.

Sequential Plan

 **Note to the Instructor:** The order of topics is shown on the sample agenda provided. It is strongly suggested that this order be followed even if you have to give the training in seven separate sessions.

The curriculum follows a deliberate sequence to build skills progressively among participants. The training begins by consolidating a knowledge base and building a shared understanding of the issues involved in hate crimes among participants. The training asks participants to think about how they can apply what they have learned to their local settings.

 **Note to the Instructor:** If the sessions cannot be delivered together, it is important to preserve the sequence of the sessions whenever possible.

Interactive Style

This curriculum uses the Socratic method. Teaching with the Socratic method involves asking questions that will elicit understanding from the students as the instructor guides the discussion (i.e., induction).

The curriculum is designed to take into account the characteristics of adult learners. Participants respond best and learn most in a forum that fosters discussion and interactive learning. Therefore, the training is designed to promote discussion and interaction. Activities have been developed and

Introduction

selected to provide the greatest opportunities for skill building in a comfortable manner. Sample questions and possible answers are included in the training material. Instructors are encouraged to use these or create their own.

Law enforcement professionals collectively bring a broad base of knowledge and experience to the training. Several activities in the curriculum provide an opportunity for law enforcement professionals to solve problems together.

Organization of the Curriculum

Each session is organized as follows:

- **Session Letter and Title:** Refers to the sequence and order within the training and to the content focus.
- **Time:** Specifies the amount of time allotted for the session.
- **Videos:** Specifies videos that need to be previewed for leading the session. The video segments have been selected by a focus group of bias crime experts from the fields of law enforcement, victim assistance, and curriculum development. The videos were selected from a pool of videos that were screened and rated on the relevance of their content, quality of production, and timeliness of events portrayed. The videos should be ordered 3 to 4 weeks before the training. Information on where you can purchase or rent each one is included at the end of each session. **NOTE: To ensure that the videos are current, you may want to contact the producers listed or national civil rights organizations for information on the latest versions.**
- **Objectives:** Spells out the anticipated learning outcomes for participants.
- **Overview of Session:** Shows, at a glance, the content, method, materials, and suggested time allotted for each part of the session.
- **Note to the Instructor:** Presents the content for that session, describes the methodology (i.e., presentation, activity, case discussion), or includes, as needed, a discussion framework and key questions, directions for conducting activities, and other information useful to instructors as they conduct the training or review key topics.
- **Transparencies and Handouts:** Provides pages, marked and coded, that can be copied onto overhead transparency sheets. Often a more expanded version of the text of a transparency will appear in the instructor's notes to the session. Transparencies and handouts are numbered to correspond to the sessions. Transparencies may also be reproduced as handouts.
- **Resources:** Offers resources, organized by subject, to support the information in the curriculum.

A participant's handbook is to be developed by the instructor for participants. All transparencies, handouts, appendices, case studies, and relevant State and Federal statutes should be included in the participant's handbook.

Preparations for Sponsoring and Conducting the Training

Cosponsoring the Training

It is recommended that this training be jointly sponsored by a local prosecutor's office, a State's Office of the Attorney General, or a United States Attorney's Office.

Recruitment of Instructors

Instructors for the training can be recruited from any of the following organizations:

- Local police department, sheriff's department, or other law enforcement agency
- Federal Bureau of Investigation
- Community Relations Service of the U.S. Department of Justice
- Office for Victims of Crime of the U.S. Department of Justice
- United States Attorney's Office
- State Attorney General's Office
- County Prosecuting Attorney's Office
- Legal advocacy organizations
- National victim organizations
- State victim assistance agencies
- Victim advocacy organizations
- Mental health organizations
- Community-based agencies
- Universities with programs in criminal justice
- Community-based/civil rights organizations

Instructors should have the following background:

- Diversity training
- Awareness and understanding of the impact of bias crimes and the need to respond to them
- Experience in conducting training with law enforcement professionals


Introduction

Instructors also should be representative of the community and diverse in background, gender, and professional affiliation. See the Resource Appendix for names, addresses, and telephone numbers of specific national organizations that may assist in finding local instructors.


Recruitment of Participants

Ideally, the training group should comprise 40 to 60 participants, though effectively more than twice as many can be trained.

Ordering Videos

 **Note to the Instructor:** To ensure that the videos are current you may want to contact the producers listed or national civil rights organizations for information on the latest editions.

The videos have been selected by a focus group of experts in the area of bias crimes from the fields of law enforcement, victim assistance, and curriculum development. The videos were screened and rated on the relevance of their content, the quality of production, and the timeliness of events portrayed. The videos should be ordered 3 to 4 weeks in advance of the training. The location where each one can be purchased or rented is included within the session.

 **Note to the Instructor:** You are encouraged to adapt all the sessions to conform to the needs of your community. The cases, illustrations, and activities can easily be redesigned to reflect your community's demographics and issues relating to bias crimes.

Sample Agenda

COMMAND OFFICERS' BIAS CRIMES TRAINING

8:30 a.m.– 9:20 a.m.	<i>Session A</i>	Introduction
9:20 a.m.–10:10 a.m.	<i>Session B</i>	Summary of the Core Program
10:10 a.m.–11:00 a.m.		Break
11:00 a.m.–11:50 a.m.	<i>Session C</i>	Establishing Values/Organizational Culture
11:50 a.m.– 1:00 p.m.		Lunch
1:00 p.m.– 1:50 p.m.	<i>Session D</i>	Developing Effective Policies
1:50 p.m.– 2:30 p.m.		Break
2:30 p.m.– 3:20 p.m.	<i>Session E</i>	Community Relations/Crime Prevention
3:20 p.m.– 3:35 p.m.	<i>Session F</i>	Techniques for Coordinating Inter- and Intra-Agency Law Enforcement Efforts To Respond to Hate Crimes
3:35 p.m. – 4:30 p.m.		Break
4:30 p.m.– 5:00 p.m.	<i>Session G</i>	Media Relations
5:00 p.m.		Adjourn

Sessions and Titles

<i>Session A</i>	Introduction
<i>Session B</i>	Summary of the Core Program
<i>Session C</i>	Establishing Values/Organizational Culture
<i>Session D</i>	Developing Effective Policies
<i>Session E</i>	Community Relations/Crime Prevention
<i>Session F</i>	Techniques for Coordinating Inter- and Intra-Agency Law Enforcement Efforts To Respond to Hate Crimes
<i>Session G</i>	Media Relations

Overview of Sessions: At a Glance

Session A Introduction

Overview	Total Time	Materials/ Equipment
Presentation: Vision Statement	50 min.	Video (“The Shadow of Hate”), VCR, monitor, transparency, overhead projector, screen
Presentation: Genesis of Program		
Presentation: Overview of Command Officers’ Course		

Session B Summary of the Core Program

Overview	Total Time	Materials/ Equipment
Presentation: Description of the Hate Crimes Training Program	50 min.	Flip chart, Core Curriculum

Session C Establishing Values/Organizational Culture

Overview	Total Time	Materials/ Equipment
Presentation: Understanding Organizational Culture	50 min.	Video (“Not in Our Town”), monitor, VCR, handouts, worksheets (optional), flip chart
Activity: Identify Aspects of Organizational Culture		
Activity: Participants Complete Worksheets on Aspects of Organizational Values (optional)		

Introduction

Session D **Developing Effective Policies**

Overview	Total Time	Materials/ Equipment
Presentation: Introduction and Overview of Current State of Hate Crime as Reported to the FBI by State and Local Law Enforcement	50 min.	Handouts, flip chart
Presentation: Elements of a Good Policy		
Activity: Creation of a Model Hate Crimes Policy		

Session E **Community Relations/Crime Prevention**

Overview	Total Time	Materials/ Equipment
Presentation: Introduction	50 min.	Flip chart, transparencies, overhead projector, screen
Presentation: Problems, Responses, Partnerships, and Benefits		

Session F **Techniques for Coordinating Inter- and Intra-Agency Law Enforcement Efforts To Respond to Hate Crimes**

Overview	Total Time	Materials/ Equipment
Presentation: Law Enforcement/Community Relationships	15 min.	Flip chart

Session G **Media Relations**

Overview	Total Time	Materials/ Equipment
Presentation: Establishing Positive Media Relations and Communicating Policy	30 min.	Flip chart, handout
Presentation: Strategies for Establishing Positive Media Relations		
Presentation: Dealing Effectively With the Media After a Hate Crime		
Activity: Create a Press Statement		
Activity: Construct a Model Policy on Media Contacts (Optional)		

Session A

Introduction

Time: 50 minutes

Videos: “The Shadow of Hate”

Objectives

By the end of this session, participants will be able to:

- Develop a context for the training
- Establish a framework for this training program
- Describe the genesis of the Hate Crime Training Program for law enforcement
- Preview the content for the command officers’ course

It is very important to note that the creation of this training was a collaborative effort of the U.S. Department of Justice (DOJ), the U.S. Department of Treasury (Treasury), the National Association of Attorneys General (NAAG), the Anti-Defamation League (ADL), and the International Association of Directors of Law Enforcement Standards and Training (IADLEST). Civilians, prosecutors, and police working together!

Overview of Session: At a Glance

Overview	Total Time	Materials/ Equipment
Presentation: Vision Statement	50 min.	Video (“The Shadow of Hate”), VCR, monitor, transparency, overhead projector, screen
Presentation: Genesis of Program		
Presentation: Overview of Command Officers’ Course		

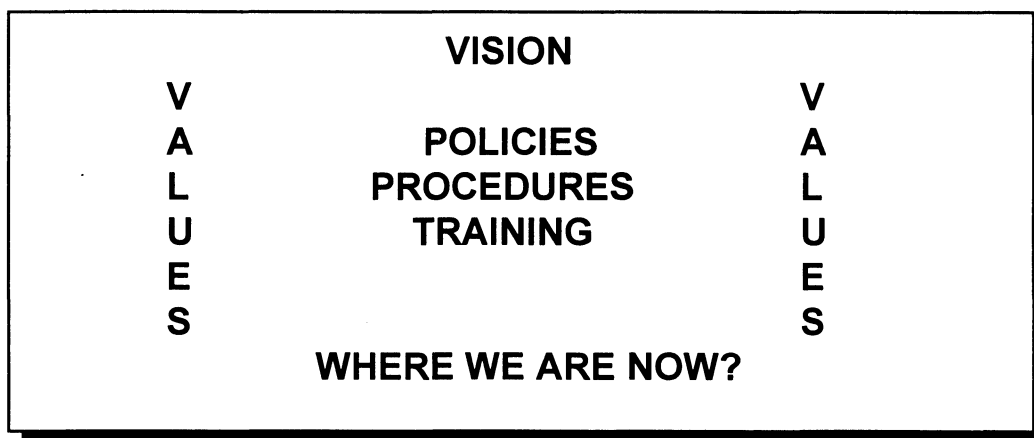
I. Presentation: Vision Statement

After greetings from the sponsoring agency, each law enforcement command officer should introduce himself or herself. Each should give one or two expectations for the training program.

Transparency A.1 Vision

Session A

Show the video, "The Shadow of Hate." The introduction to the video deals with establishing an understanding of the points listed in Transparency A.1:



Training is built upon the vision that law enforcement agencies need and want to respond to hate crimes and hate crime victims in a timely, sensitive, professional, and effective manner.

☛ Ask participants how law enforcement agencies can achieve this vision. The answer is that each law enforcement agency needs policies, procedures, and training that can articulate the law enforcement agency's values. Those values support a vision statement.

II. Presentation: Genesis of Program

Attorney General Reno recognized the need to assist State and local law enforcement agencies in their responses to hate crime. She convened a Hate Crimes Working Group that, among other things, addressed the issue of hate crimes training for law enforcement.

The Hate Crimes Training Group comprised representatives from the U.S. Department of Justice (Federal Bureau of Investigation, Community Relations Services, and Office for Victims of Crime), the U.S. Department of the Treasury (Federal Law Enforcement Training Center), the International Association of Directors of Law Enforcement Standards and Training, and the National Association of Attorneys General. This group developed four model National Hate Crimes Training Curriculums for law enforcement.

The programs consist of a core course (for multilevel professionals) that is appropriate for a general law enforcement audience made up of officers at all levels; a patrol officer's

course aimed at line officers; an investigator's course aimed at persons responsible for investigating hate crimes; and this course, which is aimed at command officers. An explanation of what is covered in the other courses should be provided to participants.


III. Presentation: Overview of Command Officers' Course

The command officers' course is presented in the remaining six sessions:

Session B: Summary of the Core Program. Topics and ideas presented in the core curriculum. (Explain that the core course has been adapted for the specific audiences of investigators and patrol officers, with emphasis placed on hate crime responses in the patrol officer curriculum and hate crime investigations in the investigator curriculum.)

Session C: Establishing Values/Organizational Culture. The concept of law enforcement agency values and the part these values play in how a command officer can create effective policies and procedures for hate crimes.

Session D: Developing Effective Policies. What a good policy is and ways in which the command officer can create and implement effective policies for responding to hate crimes.


 **Note to the Instructor:** Be prepared to underscore that community policing and positive community relations assist law enforcement agencies in responding to hate crimes.

Session E: Community Relations/Crime Prevention. Community relations from a managerial perspective and the concept of partnerships with the community in addressing hate crimes.

Session F: Techniques for Coordinating Inter- and Intra-Agency Law Enforcement Efforts To Respond to Hate Crimes. The advantages of establishing ongoing cooperative relationships with other law enforcement agencies, community groups, and leaders in addressing hate crimes.

Session G: Media Relations. The parameters of the relationship between the law enforcement agency and the local media when a hate crime occurs. Command officers are expected to set standards and effective practices for dealing with the media when hate crimes are committed.

Session A

 **Note to the Instructor:** You need to be very specific about the level of instruction in this course. Some of the material may appear basic—some may be new. The participants are being asked to consider the material as if they were managers.

You should gauge the needs of the audience. Some command officers may benefit from a more detailed presentation on basic information as found in the core course, such as the definition of a bias crime and bias incident, review of bias indicators, and discussion of legal statutes.

VISION

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A		A
L	POLICIES	L
U	PROCEDURES	U
E	TRAINING	E
S		S

WHERE WE ARE NOW?

Appendix A.1: Resource for Session A

Video:

“The Shadow of Hate”

VHS, V-1198-1, 40 minutes

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Produced by Charles Guggenheim

Distributed by:

Teaching Tolerance

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Session B

Summary of the Core Program

Time: 50 minutes

Videos: None


Objectives

By the end of this session, participants will be able to:

- Describe the contents and purpose of the Hate Crimes Training Program
- Articulate the seriousness of bias crimes in terms of their impact on the individual and the community

Overview of Session: At a Glance


Overview	Total Time	Materials/ Equipment
Presentation: Description of the Hate Crimes Training Program	50 min.	Flip chart, Core Curriculum

 **Note to the Instructor:** This portion of the training will explain and describe the model training programs provided to patrol officers and investigators, and the core training program for the multilevel professional law enforcement audience.

Each model training program was created to be as comprehensive as possible by providing different law enforcement audiences with useful information. Detailed instructions on bias crime are presented in the other curriculums.

A listing of sections in the core training program follows.

I. Presentation: Description of the Hate Crimes Training Program

 **Note to the Instructor:** In this session of the core curriculum, the instructor discusses the seriousness of bias crimes in terms of their impact on the individual victim and the community and explain why bias crimes demand a special response from law enforcement and victim service professionals.

A. Core Session A: Introduction/Overview of Bias Crimes— Defining the Challenge

1. Overview of Bias Crimes


- Definition of bias crimes under the Hate Crimes Statistics Act. (Note that the Federal definition focuses on **offender motivation**; some State laws focus on victim status, as in a victim was attacked **because of** his/her status.)
- Each State defines bias crimes differently.
- Both Federal and State laws protect individuals from bias crimes.
- Many skills you currently employ as law enforcement professionals will serve you well when you respond to bias crimes.
- **Bias crimes are unique in the way they affect the entire community**; as well as often having a more devastating effect on the victim than do other crimes.
- **Bias crimes are message crimes** that send a message of fear and terror based on a foundation of bigotry.
- **Bias crimes require a unique response** from law enforcement.

2. Key Points of Bias Crime Enforcement

Review the following points from the core with participants:

- Victims are not asking for special treatment.
- Victims are not seeking special rights.
- Bias crime laws protect everyone.
- Some groups are victimized more often by bias crimes than other groups.

B. Core Session B: History and Nature of Bias Crimes

 **Note to the Instructor:** Session B of the core curriculum discusses the nature and some of the causes of hate crimes and provides national statistics on hate crimes.

The objectives of this session (which includes a video in the other courses) is to give participants a sense of the range of hate crime activity and levels of reported hate crime. Causes of hate crimes are also discussed. Information provided includes use of transparencies which should be displayed to the audience while providing an overview of the following:


- What is the problem?
Review hate crime statistics from 1996 national report
(Use Core Transparency B.2, What Is the Problem?)

- Why all this hate?
 - ☛ **Ask the audience for comments.**
[Use Core Transparencies B.3, Why All This Hate?; B.7, Causal Factors; and B.8, Demographic Changes (1980–1990)]


- Who commits hate crime?
 - ☛ **Ask participants for a response.**
(Use Core Transparency B.5, Who Keeps Track?)

- Reported cases offer a partial picture.
 - ☛ **Ask participants why this is so.**
(Use Core Transparency B.7, Causal Factors)

C. Core Session C: Identifying the Crime—Definition of Bias Crimes, Bias Crime Indicators, and Offender Topology

 **Note to the Instructor:** Session C: Identifying the Crime—Definition of Bias Crimes, Bias Crime Indicators, and Offender Typology, of the core curriculum focuses on the use of **bias indicators** for identification of crimes and during investigations. Certain cautions about bias crime investigations are also discussed.

- Define a hate/bias crime.
(Use **Core Transparency C.1, Definition of Bias Crime**)
- Define a bias crime indicator.
(Use **Core Transparency C.2, Definition of a Bias Crime Indicator**)
Invite participants to briefly volunteer examples of bias crime indicators, then use **Core Transparency C.3, Bias Crime Indicators**, which lists some indicators of bias crimes.


 **Note to the Instructor:** Explain that the purpose of bias crime indicators is to help the officer determine the **motivation** for the crime. They are clues for determining if a case should be investigated as a bias crime and help shape the investigation process.

- Briefly review indicator cautions.
(Use **Core Transparency C.4, Indicator Cautions**)
 - Necessity of case-by-case assessment
 - Misleading facts
 - Feigned facts and hoaxes
 - Offender's mistaken perception
- Review the following closing comment on bias indicators.
 - Victim does not always understand that he or she may have been victimized by a bias-motivated attack.

D. Core Session D: Legal Issues, Legislation, and Statutes

This session of the core curriculum focuses on a State's hate crime statutes and their application, as well as provides an overview of Federal criminal civil rights laws used to address hate crimes, as follows:


- Federal and State laws may be used in charging offenders.
- Bias crimes which are not subject to a State's hate crime statute (i.e., law which does not include sexual orientation or disability) should nevertheless be recognized, investigated, and reported as bias crimes. These crimes may be prosecuted under the State's general criminal statutes.
- It is critical for each department or agency to stay current on case law and statutory changes governing hate crimes.
- Civil injunctive relief against bias crime offenders is also available under some State laws.

 **Note to the Instructor:** Give participants **Core Handout D.2, Federal Criminal Civil Rights Statutes**, and briefly review the Federal statutes that apply to the Federal prosecution of bias crimes. The purpose of this information is to remind law enforcement command officers that they can work jointly with Federal law enforcement or defer to the Federal authorities.

Cite laws of the States where participants are from, as reflected in **Core Appendix D, Bias Crime Statutes and Related Provisions**. The purpose of this information is to remind law enforcement management officials that many States have specific State laws that address bias crimes.

Introduce the Hate Crimes Statistics Act to underscore the importance of reporting from each law enforcement agency for a national database and for policy development.


E. Core Session E: Guidelines for an Effective Response

 **Note to the Instructor:** This session gives an overview of the basic responsibilities of law enforcement in responding to a hate crime.

Summarize and review basic responsibilities with the participants. (Use **Core Transparencies E.2A and E.2B, Basic Responsibilities**.)

Briefly solicit comments from participants on mistakes law enforcement can make in responding to hate crimes. (Review **Core Transparency E.5, Common Mistakes**.)


F. Core Session F: Investigative Strategies and Collection and Preservation of Evidence

 **Note to the Instructor:** This session focuses on the specific needs for a successful bias crime investigation.


Share possible steps that a law enforcement manager might want to consider taking, such as having interpreters available for investigators, emphasizing to staff why it can be important to tell the victim you are sorry the crime happened, and instructing officers to explain to victims how the investigation will proceed.

Bias Crime Investigative Strategies

- The language used before, during, and after an incident may be the key evidence in a criminal hate crime prosecution. Have victims recall, to the best of their ability, the exact words used.
- The investigator's personal value judgment of the victim's behavior, lifestyle, or culture should not intrude on the professionalism of the investigation.

 Ask participants to list some special considerations for the collection and preservation of evidence in bias crime investigations. (Use Core Transparency F.4, **Special Considerations for the Collection and Preservation of Evidence in Bias Crime Investigations.**)

G. Core Session G: Victim Trauma


 **Note to the Instructor:** Explain that this session addresses the impact of bias crime on the victim and the community; defines secondary victimization; and describes questions law enforcement can consider to determine physical, emotional, and financial impacts of bias crimes.

Unique Features of Bias Crimes and Their Impact on Bias Crime Victims

- Hate crimes are unique and call for special considerations to be made by law enforcement.

- Ask participants to list some unique aspects.
(Review Core Transparency G.4, Unique Features of Bias Crimes.)
- Bias crimes impact victims and the community differently than other crimes.
- Ask participants for responses to these impacts.
(Review Core Transparency G.6, Victim Impact, and Core Transparency G.7, Community Impact.)

H. Core Session H: Community Strategies and Relationships

 **Note to the Instructor:** Announce that this topic will be covered from a command officer's perspective later in this course. The information is also provided in detail in the other training curriculums for patrol officers, investigators and detectives, and in the core course.

I. Core Session I: Case Studies

The session contains several case studies for participants to consider. Participants apply the techniques and information from the training program to different situations.

Session C

Establishing Values/ Organizational Culture

Time: 50 minutes

Videos: “Not in Our Town” (Optional)

Objectives

By the end of this session, participants will be able to:

- Articulate the concept of values as related to hate crimes
- Discuss artifacts of culture
- Discuss basic underlying assumptions of a culture
- Describe how to develop a set of values for a law enforcement agency
- Describe the leadership role of the top command officer in setting the tone of the law enforcement agency concerning hate crimes

Overview of Session: At a Glance

Overview	Total Time	Materials/ Equipment
Presentation: Understanding Organizational Culture	50 min.	Video (“Not in Our Town”), monitor, VCR, handouts, worksheets (optional), flip charts
Activity: Identify Aspects of Organizational Culture		
Activity: Complete Worksheets on Aspects of Organizational Values (optional)		

I. Presentation: Understanding Organizational Culture

An organization’s culture has a profound effect on individual behavior and, therefore, must be considered by law enforcement leaders as they develop and implement new organizational policies, procedures, and internal structures.

Organizational culture refers to the shared values, beliefs, and basic underlying assumptions among individuals in the organization about effective ways to cope with problems outside and inside the organization that have worked in the past and, therefore, are taught to new employees as the perceived correct way to think and feel in relation to those problems.

II. Activity: Identify Aspects of Organizational Culture

Levels of Culture

Edgar Schein (1990) identified three levels from which culture can be observed/experienced/understood: (1) artifacts, (2) values, and (3) basic underlying assumptions.

Artifacts: An organization's artifacts are visible indications of its culture. Artifacts can include manner of dress, communication patterns, organizational structure, symbols that are displayed, awards, written policies and procedures, and more. To those inside the organization, artifacts are an outward sign of what the employees value and, therefore, assume to be true.

Values: Value is defined as "a principle, standard, or quality considered inherently worthwhile or desirable." Examples of values might include things such as honesty, bravery, compassion, and appreciation of diversity. Values drive an organization's vision. They are the essence of what the organization stands for and profoundly affect the way the organization provides services and deals with its employees. The values that are shared by an organization are sometimes reflected in mission statements, organizational charters, or, for law enforcement staff, a set of guidelines which outlines the law enforcement agency's philosophies.


• **Ask participants to list what they would consider to be the three most important values to be established by an agency. Get the top three (most commonly held) values and then ask how these are (or could be) reflected in a department's policies, procedures, or practices.**

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Basic Assumptions: Basic assumptions are longstanding beliefs about the nature of reality that individuals within organizations accept, without question, as being true. They underlie all organizational policies, procedures, and structures. For example, the basic underlying assumptions of a hierarchical police organization may include:

- Better decisions are made at higher levels in the chain of command than at lower levels,
- Lower-level employees need to be controlled (i.e., supervised),
- Community leaders are more satisfied/comfortable in dealing with high-level officials, or
- A hierarchy provides incentives to work hard (i.e., advancement up the ladder).

Core values and basic assumptions are not always stated and most often are experienced through organizational artifacts.

 **Note to the Instructor:** Have participants identify the artifacts, values, and basic assumptions in **Handouts C.1 and C.2** for law enforcement organization case examples Agency A and Agency B.

Write their responses on a flip chart.

Following is a list of possible responses from participants to the above exercises.


The exercises will encourage members of the group to examine their own values and basic assumptions and think about the artifacts in their organization which reflect back on them.

Session C

LEVELS OF CULTURE	ORGANIZATION A	ORGANIZATION B
Artifacts	<ul style="list-style-type: none"> * Centralized, hierarchical, formal organization structure * Formal top-to-bottom communication (strictly adhere to chain of command) * Awards/recognition primarily for heroic law enforcement action 	<ul style="list-style-type: none"> * Decentralized and organized in teams * Open and free-flowing communications * Awards for working with the community to solve complex public safety problems
Values	<ul style="list-style-type: none"> * Order * Compliance * Law * Obedience * Provide protection * Control/power over dynamics 	<ul style="list-style-type: none"> * Diversity * Justice * Empowerment * Dialog * Coordinated, integrated law enforcement/community action * Power with dynamics
Basic Assumptions	<ul style="list-style-type: none"> * Criminal behavior static deterministic (need to sort good people from the bad ones) * Punishment is a deterrent to violation of rules 	<ul style="list-style-type: none"> * Humanistic orientation (good people may commit bad acts) * Law enforcement staff work with the community * Learning through analysis and discussion is effective for preventing violation of rules

III. Activity: Participants Complete Worksheet on Aspects of Organizational Values (Optional)

 **Note to the Instructor:** This section examines how cultures are created.

 Ask participants if law enforcement command officers should be concerned about "shaping" the culture of their organizations.

How Is Culture Created? Schein (1990) identified two ways in which culture is created: (1) creation of norms around critical incidents and (2) identification with organizational leadership.


(1) Creation of Norms Around Critical Incidents

When an emotionally charged incident occurs within an organization, the immediate next set of behaviors tends to create a norm. Most of the normative behavior that exists within law enforcement agencies today can be traced back to behavior that followed some critical incident. For example, suppose there was a situation where a law enforcement officer openly criticized the decision of his supervisor in front of other law enforcement staff. This can be a highly charged incident which could generate considerable anxiety within the organization. If the supervisor responds by taking official action against the law enforcement officer (i.e., seeking official sanctions against the officer for the behavior) and other members of the organization, including the offending officer, concur, albeit silently, that the supervisor's actions are probably correct in this situation, the norm "we do not publicly challenge supervisors" will likely develop. If this norm is repeated over time, it could become a fundamental belief and eventually a basic assumption held by organization members.

Implications for Law Enforcement Agencies Regarding Hate Crimes

☛ Ask participants what norms might be positive ones for a law enforcement agency responding to hate crime?

After a hate crime occurs (a highly charged incident), the next immediate set of behaviors are likely to create norms within law enforcement and the community. If the top law enforcement management official publicly speaks out against the hate crime, encourages his or her officers to professionally respond to and assist victims; assists in prosecuting the crime, and records the crime correctly (i.e., as being bias motivated), then it is likely that norms supporting the investigation and reporting of hate crimes will develop in the organization. If these norms recur, they may become shared fundamental beliefs among members of the department and eventually become basic assumptions underlying the organization's culture.

 **Note to the Instructor:** The video "Not in Our Town" could enhance this discussion.

NOTE! Command officers can have a significant impact in the creation and shaping of an organization's culture.

(2) Identification With Organizational Leadership

When an organization first forms, the beliefs, values, and vision of its founders provide the model for how the organization should be structured and how it should function. Over time and through the joint learning of the founders and the employees (based on their real-life experiences), some of the basic beliefs change and new beliefs eventually become shared assumptions. Schein (1990) contends that although employees have their own experiences to draw on (which make changing basic beliefs and underlying assumptions difficult), the organizational leadership still can have a powerfully influential effect on the emerging organizational culture. Schein identified the following two types of mechanisms that leaders use for changing an organization's culture: (1) "embedding" mechanisms and (2) articulation and reinforcement mechanisms.

- **Embedding Mechanisms**

Embedding mechanisms are the things that leaders give the most attention to. They are qualities considered important in recruiting, selecting, and promoting employees, and the types of behaviors that get rewarded, such as being on time for work, dressing professionally, being politically sensitive.

- **Ask participants to list some embedding mechanisms. Ask how long it might take for an embedding mechanism to effect change.**

- **Articulation and Reinforcement Mechanisms**

Articulation and reinforcement mechanisms include written organizational policies, organizational structure, formal vision/philosophy statements, rewards, and other outward supports of the leader's core values and beliefs.

- Ask participants to describe other outward supports. Answers may include verbal feedback, citing specific actions as exemplary, referring officers to other members who were considered to have responded appropriately.

Implications for Creating an Organizational Culture That Effectively Deals With Hate Crime

Applying embedding and articulation/reinforcement mechanisms can help law enforcement leaders create an organizational culture that effectively deals with hate crime.

- Ask participants about specific actions they might take. Answers might include:

- Officials speaking publicly against hate crime
- Collecting and publishing hate crime data
- Considering successful hate crime investigations as behavior to be rewarded (embedding mechanisms)
- Creating written hate crime policies
- Creating a hate crime unit (or some entity to follow up on hate crime reports)
- Designating specialized hate crime officers
- Publishing an organizational philosophy statement regarding hate crime

Handout C.1

CASE EXAMPLE: AGENCY A

Law enforcement officers in Agency A describe themselves as professional “crime fighters.” The mission statement for Agency A, presented below, articulates this organizational philosophy.

Our mission is to protect citizens from the criminal element. We are professional law enforcers who fight crime using the most advanced technology available. The officers of Agency A protect citizens through swift responses to calls for service and through vigorous law enforcement initiatives.

Agency A is a paramilitary organization. It is hierarchical, with a centralized and very formal communication process. All official memoranda must flow to and from the top law enforcement management official. The chain of command is strictly adhered to by all members of the organization.

Officers in Agency A are recognized and rewarded mostly for acts of heroism, significant arrests, and the successful handling of complex criminal investigations. The “top brass” in the organization generally rose up through the ranks and were generally considered good law enforcement officers. The vast majority of high-ranking officers are from investigative divisions within the department.

Written directives (organizational procedures) dictate even the minutest detail in every circumstance related to the functioning of the department. These general orders are enforced by the internal affairs division, which launches investigations whenever a citizen makes a complaint against an officer. These investigations are conducted like a criminal investigation strictly adhering to due process. Officers who are found guilty of violating a general order are punished commensurate with the seriousness of the offense.

Handout C.2

CASE EXAMPLE: AGENCY B


The officers in Agency B describe themselves as “problem solvers.” Their ultimate goal is to work with the community to provide a safe environment for the children and families of Town B. This organizational philosophy is captured in the department’s mission statement.

Our mission is to work with the citizens of Town B to provide a safe and nurturing environment. The department offers a range of public safety services which includes criminal investigations and the enforcement of laws, victim services, community organizing, crime prevention, and public education. Our ultimate goal is to work with communities to develop comprehensive solutions to longstanding public safety problems so that children and families will thrive.

Authority and responsibility in Agency B are decentralized. Officers with diverse talents and abilities are assigned to neighborhoods in teams where they work with community members to identify and solve problems. Due to the complexity of neighborhood problems, strategies to solve them must be coordinated. Experimentation and innovation are encouraged. When stepped-up law enforcement campaigns are employed by the neighborhood officers, it is viewed as a single phase in a more comprehensive plan. All problem-solving strategies are carried out with the concurrence and active participation of the community.

Except for serious violations, the department believes that general orders should be viewed by officers as “guidelines” rather than hard and fast rules for which violations result in punishment. The department or agency leadership agrees that officers can learn about effective ways of working with community members by talking with the community. The internal affairs division employs conflict resolution strategies in the majority of cases where citizens complain about disrespectful or ineffective attitudes and behaviors that are demonstrated by officers. These mediated discussions allow for constructive dialog between officers and citizens which often result in improved understanding and relationships.

Note: We should not explicitly support the idea that serious violations of a person’s civil rights will not lead to serious disciplinary action or that all violations can be resolved through citizen/law enforcement dialog. This may expose a department or municipality to civil liability.

 **Note to the Instructor:** The following worksheets are optional exercises.

WORKSHEET 1

Instructions: Create a list of the cultural artifacts in your organization. Include such things as your organizational structure, patterns of formal communication, the highly regarded “war stories” or myths (and the types of behavior that they convey as desirable), types of awards and for which types of activities, selection criteria for promotion/transfer, written policies and procedures, and other visible signs of what your organization represents. Then list the values and basic assumptions that you think these artifacts represent.

LEVELS OF CULTURE	DESCRIPTIONS
Artifacts	
Values	
Basic Assumptions	

WORKSHEET 2

Instructions: Value statements (or other philosophy statements) are ARTIFACTS that can reflect an organization's VALUES, BELIEFS, and BASIC UNDERLYING ASSUMPTIONS. What would you say in a value statement (or philosophy statement) that would reflect the values and related behaviors that are consistent with and in support of hate crime prevention initiatives? List the values you think would encourage law enforcement agencies to participate in hate crime initiatives. Then describe individual and organizational behaviors that you would express to reflect these values. Use the back of the page if more space is needed.

VALUE _____

BEHAVIOR THAT REFLECTS VALUE _____

VALUE _____

BEHAVIOR THAT REFLECTS VALUE _____

VALUE _____

BEHAVIOR THAT REFLECTS VALUE _____

VALUE _____

BEHAVIOR THAT REFLECTS VALUE _____

Appendix C.1: References and Resources for Session C

Beer, M. and E. Walton. (1990). "Developing the competitive organization." *American Psychologist* 45, 154–161.

Johnston, K. (1993). *Beyond Bureaucracy: A Blueprint and Vision for Government that Works*. Homewood, IL: Business One Irwin.

Schein, E. (1985). *Organizational Culture and Leadership*. San Francisco: Jossey-Bass.

Schein, E. (1990). "Organizational culture." *American Psychologist* 45, 109–119.

Scott, C., D. Jaffe, and G. Tobe. (1993). *Organizational Vision, Values and Mission*. Menlo Park, CA: Crisp Publications, Inc.

Video:

"Not in Our Town"
VHS, 25 minutes
ADL Materials Library
22-D Hollywood Avenue
Ho-Ho-Kus, NJ 07423
Phone: (800) 343-5540
Fax: (201) 652-1973

Session D

Developing Effective Policies

Time: 50 minutes

Videos: None

Objectives

By the end of this session, participants will be able to:

- Understand the background of current hate crime
- Define the elements of a good policy

Overview of Session: At a Glance

Overview	Total Time	Materials/ Equipment
Presentation: Introduction and Overview of Current State of Hate Crime as Reported to the FBI by State and Local Law Enforcement	50 min.	Handouts, flip chart
Presentation: Elements of a Good Policy		
Activity: Create a Model Hate Crimes Policy		

I. Presentation: Introduction and Overview of Current State of Hate Crime as Reported to the FBI by State and Local Law Enforcement

 **Note to the Instructor:** Use Appendix D.1, Uniform Crime Report 1996.

Ask participants:

- Was your agency one of the 11,355 agencies participating in the FBI report?
- Do you have a departmental or agency policy for investigating and reporting hate crimes?
- Has hate crime been a problem in your jurisdiction?

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- Could hate crime be a problem for your community, your department or agency, or your jurisdiction?

☛ Ask participants for a definition of a hate crime. *Crime in the United States 1996*, p. 57, defines hate crime as:

A criminal offense committed against a person, property, or society which is motivated, in whole or in part, by the offender's bias against a race, religion, ethnic/national origin group, or sexual orientation group.

☛ Does your State already have a definition? What is it? Is the definition sufficient? Does it include statements on:

- How hate crimes will be investigated by your department
- How hate crime incidents will be reported (see Reporting Considerations below)
- Who will conduct the preliminary investigation
- Who is responsible for the followup investigation
- When the top law enforcement command officer is to be notified of the hate crime
- Who will issue a press statement about the hate crime
- When to issue the statement
- What information will be released

NOTE! In September 1994, the Violent Crime Control and Enforcement Act amended the Hate Crimes Statistics Act to add disabilities, both physical and mental, as factors that could be considered a basis for a hate crime. Collection of data for disability bias began in 1997.

☛ Ask participants if there is a need for a special departmental policy for hate crime. Some rationales for a yes answer might be:

- The hate crime has an impact not only on the individual but also on the entire class of individuals residing in the community.
- Hate crimes divide communities.
- Department has the responsibility to protect the rights of all individuals.
- Policy is designed to help all officers identify, investigate, and report hate crime in a similar manner.


- Ask participants what should be contained in their department's policy on hate crime? Write their responses on a flip chart.

II. Presentation: Elements of a Good Policy

- Discuss in general terms what a policy is. (A policy is a statement of *what* the law enforcement agency does; a procedure is a statement of *how* the law enforcement agency does it. The policy should include a definition of the properties required for a good policy and for a good procedure.)
- Discuss elements of a good policy on hate crimes as they would relate to the vision statement of a law enforcement agency and to the values which have already been articulated. (General answers would be simplicity, clarity, consistency with the law enforcement agency value structure and vision statement, etc. Elements of a hate crime policy might include purpose, statement of the policy, definitions sections, initial response procedures, supervisor responsibilities, investigator responsibilities, community relations/victims assistance/crime prevention.)

III. Activity: Create a Model Hate Crimes Policy

A. Review and Development of Policy

 **Note to the Instructor:** Give participants **Handout D.1, IACP National Law Enforcement Policy Center, Hate Crimes, Concepts and Issues Paper; Handout D.2, Hate Crimes Model Policy;*** and **Handout D.3, Hate Crimes Model Policy (blank form).**

As a small group exercise, have participants review all three handouts. Encourage questions, statements, and comments.

** Currently being revised.*

B. Reporting Considerations


Law enforcement agencies handle the responsibility of reporting hate crimes in a number of ways. One method that some law enforcement agencies use is referred to as the Two-Tier Decision-Making Process.

Two-Tier Decision-Making Process

The FBI's UCR Section examines hate crime data collection procedures and forms in use at various law enforcement agencies across the country. It has found that most law enforcement agencies that collect hate crime data employ a two-tier decision-making process.

The first level is the law enforcement officer who initially responds to the alleged hate crime incident (the responding officer or first-level judgement officer). It is the responsibility of the responding officer to determine whether there is any indication that the offender was motivated by bias. **If there is, he or she designates it as a suspected bias incident and forwards the case file to a second-level judgment officer/unit.** In smaller agencies this is usually a person specially trained in hate crime matters, whereas in larger agencies it may be a special unit.

It is the task of the second-level judgement officer/unit to review carefully the facts of the incident **and make the final determination of whether a hate crime has actually occurred.** If so, the incident is to be reported to the national UCR section as a bias-motivated crime.

 **Note to the Instructor:** Because this section covers controversial issues, you should focus on your State's laws, which may not include sexual orientation or gender.

Responding Officer's Responsibilities

Law enforcement's response to an alleged hate crime begins no differently than its response to any other crime. The responding officer must quickly evaluate what has happened and take any necessary action to stabilize the situation. After that has been done, two areas of concern should be identified by an officer responding to an alleged hate crime: (1) sensitivity to the needs of the victim and (2) the elements of a bias crime.

First, the responding officer should be sensitive to the effects of a bias crime on the victim. A victim of any crime may feel isolated from others, fearful that the occurrence will happen again, and angry that he or she is a victim. However, there is a deeper level of isolation, fear, and anger that the victim of a hate crime feels. This individual has been chosen from the rest of the population to be

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victimized because of his or her race, religion, ethnicity or national origin, or sexual orientation. It is because of the status of the person that he or she was victimized. Often this experience can result in a feeling of loss of control over one's life. By recognizing these dynamics, the responding officer can address the special needs of the victim, thereby placing the victim at some ease and making it easier to elicit the necessary information concerning the alleged offense.

Another task of the responding officer is to determine whether additional resources are needed on the scene, such as community affairs/relations representatives, mental/physical health professionals, and/or religious representatives. At a minimum, the victim should be referred to the appropriate social and legal services.

NOTE! In some States a bias crime is a function of the offender's bias motivation toward the victim's status; in some States proving the offender's bias is not necessary—it is necessary only to prove that the victim was targeted because of her or his status.

Second, the responding officer must be knowledgeable of the elements of a bias-related crime. As set forth in this document, a bias crime is a criminal offense committed against a person or property which is motivated by the offender's bias against the victim's race, religion, ethnicity or national origin, or sexual orientation. At the level of the responding officer, if there is any indication that the offender was motivated by bias, the incident should be classified as a suspected bias incident.

The responding officer should consider the bias indicators mentioned above in making this determination. If these or other factors indicate that the offender may have been motivated by bias, the incident should be classified as a suspected bias incident and sent on to the second level judgement officer/unit for review. Although the mere utterance of a racial epithet by the offender does not necessarily provide sufficient basis to report a crime as a suspected bias incident, combined with other factors indicating bias it could do so. For the purpose of first-level bias crime reporting, the old adage of "when in doubt, check it out" should be followed; i.e., questionable cases should be referred to the second-level judgment officer/unit for resolution.

Second-Level Judgment Officer's/Unit's Responsibilities

The second tier in the decision-making process is where the final decision is made regarding whether an offense was bias motivated. Therefore, the people who make final decisions must be specially trained experts on bias matters. The responding officer merely determines whether there was any indication that the offense was motivated by bias. The second-level judgment officer/unit must carefully sift through the facts using more stringent criteria to determine whether the incident was a hate crime.

The second-level reviewer can be a specially trained officer, investigator, supervisor, or unit specifically established for hate crimes. This does not mean that every agency must establish a special hate crime unit. Given the fiscal constraints prevalent throughout most law enforcement communities, such a proposition would be an unreasonable requirement. However, someone in the agency should have expertise and be specifically tasked with the responsibility of reviewing suspected bias incidents and making the final decision about whether the incident was motivated by bias.

During the second review, the second-level judgment officer/unit should have time to consider carefully the findings of the responding officer and perhaps conduct interviews of the victims and witnesses, if necessary. For an incident to be reported as a hate crime, sufficient objective facts must be present to lead a reasonable and prudent person to conclude that the offender's actions were motivated, in whole or in part, by bias. Although no single fact may be conclusive, positive answers to the types of questions listed below are supportive of a finding of bias motivation. But, an important distinction should be made: the mere fact that the offender is biased against the victim's race, religion, ethnic or national origin, sexual orientation does not mean that a hate crime has been committed. Rather, the offender's criminal act must have to have been motivated, in whole or in part, by his or her bias. Bias may have been involved if the answer "yes" can be given to the following questions:

- Is the offender of a different race, religion, ethnic or national origin, or sexual orientation than that of the victim?
- Did the offender make oral or written bias statements or gestures?
- Was there any evidence of bias-related drawings, markings, symbols, or graffiti?
- Were there objects, items, or other indicators present to suggest bias (for example, offender wore a sheet)?

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- Is the victim a member of any race, religion, ethnic or national origin, or sexual orientation that is far outnumbered by members from another neighborhood group?
- Is the victim in an area in which other hate crimes have been committed against members of his race, religion, ethnic or national origin, or sexual orientation?
- Have similar incidents occurred in the neighborhood?

The second-level judgment officer/unit should also consider the bias indicators described above in verifying/confirming the bias motivation. It is important to note that only after the second-level judgment officer/unit has made a decision that the crime was bias motivated, should it be reported to the UCR section as a hate crime.

NOTE! Many methods could be employed to effectively verify the bias motivation of a criminal offense for both prosecutorial and data collection purposes. The above two-tier process is one method.

Hate Crimes

Concepts and Issues Paper

April 1, 1991

I. INTRODUCTION

A. Purpose of Document

This paper was designed to accompany the model policy on hate crimes developed by the IACP National Law Enforcement Policy Center. This paper provides essential background material and supporting documentation to provide greater understanding of the developmental philosophy and implementation requirements of the model policy. This material will be of value to law enforcement executives in their efforts to tailor the model to the requirements and circumstances of their community and their law enforcement agency.

B. Background

Hate crimes are unlawful actions designed to frighten or harm an individual because of his or her race, religion, ethnicity or sexual orientation. A strong law enforcement response to such crimes is necessary if the proper message is to be sent to the perpetrators and the community—that these crimes will not be tolerated in a free society. Vigorous enforcement of state and federal laws against hate crimes serves not only the immediate victim but all those of the same targeted population.

Hate crimes are anathema to a free and democratic society. The destruction and fear that these acts cause, not just for the individual victim but for an entire group of citizens, have ramifications well beyond the actual crime itself. This is why we must vigorously investigate, indict and punish those who unleash their bigotry through cowardly acts of abuse, vandalism and violence.

Local law enforcement agencies play a large role in combating and deterring hate crimes. Police training in how to identify a hate crime and how to deal with a victim's trauma is essential for an effective law enforcement response.¹

As suggested in the above statement, the degree to which law enforcement agencies respond to acts of intimidation, violence or desecration that form the basis for hate crimes sends a message to the victim, the perpetrator and the community. A tepid response may lead the perpetrator to believe that he may act again with little chance of being apprehended or that he may escalate his violence with little added risk. Likewise, the community's reaction depends upon how law enforcement responds to the victim and the incident. A vigorous response will normally help to mitigate fear and intimidation that is the desired end of the perpetrator. It will also serve to defuse the sympathetic radical voices in the community that feed upon such acts and often use them to their advantage to escalate similar criminal acts. Swift and effective response to hate crimes helps to generate the degree of trust and goodwill between the community and its law enforcement agency that has long-term benefits for all concerned.

C. Legal Prohibitions

Violence motivated by racial, religious or ethnic hatred is specifically prohibited by federal law where the acts interfere or there is an intent by the perpetrator to interfere with constitutionally guaranteed rights. Chapter 13, Title 18 of the U.S. Code can be used to prosecute those who conspire to deprive an individual of such rights. Most states have enacted laws similar to those on the federal level and some have gone further

Handout D.1 (continued, page 2)

to prohibit more specific hate crime-related activities, such as those commonly engaged in by the Ku Klux Klan—the burning of crosses and the operation of secret societies.² A brief review of federal prohibitions will lay the framework for later discussion of the identification of hate crimes for specific local action and for new federal reporting requirements. The statutes of Title 18 U.S.C. that are used to prosecute these types of cases are Section 241, Conspiracy Against Rights; Section 245, Federally Protected Activities; and Section 247, Damage to Religious Property and Obstruction of Persons in the Free Exercise of Religious Beliefs. In addition, Title 42 U.S.C., Section 3631, also deals with Fair Housing Rights. Another statute that law enforcement officers should be aware of is Title 18, Section 242 Deprivation of Civil Rights under Color of Law. This statute is directed specifically at law enforcement officers and other public officials who use their official office to deprive individuals of their constitutional liberties.

Many prosecutions of hate or bias crimes on the federal level contain violations of one or more other crimes, such as the use of a firearm in the commission of a felony or obstruction of justice. Similarly, on the local level, those and other offenses such as assault, trespass, destruction of property or other offenses are frequently involved. These should, of course, be incorporated into the prosecution of hate crime perpetrators. Additionally, victims of hate crimes may also be able to pursue civil action under federal and some state statutes for both damages and injunctive relief.

Specifically, Section 241 of Title 18 makes it unlawful for two or more persons to conspire to injure, oppress, threaten or intimidate an inhabitant of the United States in the free exercise or enjoyment of a right or privilege secured by the Constitution or laws of the United States. It should be noted that this statute requires only that a conspiracy be proven and does not require an act to take place in furtherance of that conspiracy. It also protects all inhabitants of the United States, whether or not they are citizens. An alien, even if he has entered the country illegally, would also receive the benefits and protection of this statute.

To invoke the provisions of this statute, however, the perpetrators of the crime must be motivated by a desire to interfere with one of the victim's constitutional rights. Without this motivation, Section 241 does not apply, although other state and local criminal statutes may be employed.

Section 245 (b)(2) of Title 18 makes it a federal offense to injure, intimidate or interfere with; or to

attempt to injure, intimidate or interfere with an individual who is engaged in one or more enumerated federally protected activities; and the defendant acted because of the victim's race, color, religion or national origin. The victim must have been engaged in a federally protected activity at the time of the attack and the defendant must have purposely intended to deprive him of that right because of his race, ethnicity or national origin.

One of the federally protected activities is enrolling in or attending a public school or college. As an example of a violation of this right under Section 245, a group of white youths and a group of black youths attending the same school engage in a brawl on school property. Investigation finds that the dispute between them, though racially motivated to a degree, grew out of an argument at football practice between a white and a black youth. In such a scenario, there is no federal violation because the motive for the fight had nothing to do with attendance at or enrollment in a public school.

This example illustrates that it is sometimes difficult to define a violation of this and other federal and state hate statutes. The true motivation of a defendant can be very difficult to prove even though criteria have been developed to define hate crime and bias.

Section 247 of Title 18 makes it a federal crime to intentionally deface, damage or destroy any religious property because of its religious nature, or to obstruct by force or threat of force any person in the enjoyment of his free exercise of religious beliefs. Two provisions of this statute make it difficult to employ for prosecution. First, the accused must have traveled interstate on an interstate carrier of some form in order to commit the offense, and second, the estimated damage to the religious property must be valued at \$10,000 or more. Primarily because of these restrictions, there have been no federal prosecutions under this statute.

Finally on the federal level, Title 42, U.S.C. Section 3631 of the Fair Housing Act has been used on numerous occasions as the basis for prosecuting persons for hate crimes directed at housing rights. This statute is similar to that of 18 U.S.C., Section 245, with the exception being that the conduct of the defendant must have been motivated by the victim's race, color, religion, national origin, sex, handicap or familial status. This statute is most often used in situations such as cross burnings outside residences that have unmistakable racial motivation; spray painting of swastikas frequently associated with religious hatred; and in cases of arson or fire bombings, which often indicate attempts to intimidate residents into vacating their premises.³

Handout D.1 (continued, page 3)

D. Hate Crimes Statistics Act

Over the years, one of the greatest barriers to confronting and overcoming hate crimes on national, state and local levels has been the lack of firm statistical data on the incidence and nature of those crimes. While several states implemented programs to capture this information from local law enforcement agencies, most law enforcement agencies have had no reporting requirements of this type. Notable exceptions to this include the policies of police departments in Chicago, Boston, Los Angeles and New York City. On the national level, only the Anti-Defamation League of B'nai B'rith has collected hate crime-related statistics and, in that case, only as it related to anti-Semitic incidents.

In response to a growing concern about hate crimes generally, on April 23, 1990, President Bush signed the "Hate Crimes Statistics Act of 1990." Guidelines were developed, as part of the FBI's Uniform Crime Reporting Program, to collect data "about crimes that manifest evidence of prejudice based on race, religion, sexual orientation or ethnicity, including where appropriate the crimes of murder, non-negligent manslaughter, forcible rape, aggravated assault, simple assault, intimidation, arson, and destruction, damage or vandalism of property."⁴

The key to the success of the new national reporting system is the proper identification of hate crimes. As suggested in the previous overview of federal hate crime statutes, accurate identification and classification of these offenses is sometimes difficult. Some hate crimes may be disguised by the perpetrator while others may be misinterpreted or overlooked as a hate crime by the investigator. Therefore, it is important for the law enforcement officer to conduct a thorough investigation to establish the accurate context in which the offense was committed, determine whether it was, or was suspected to have been, a hate crime and to respond accordingly.

III. PROCEDURES

A. Initial Assistance to Hate Crime Victims

The procedural aspects of the model policy on hate crimes are subdivided into sections related to the duties of the responding officer, the responsibilities of the supervisory officer, the criminal investigator and the community relations or crime prevention officer.

It is apparent, however, that not all law enforcement agencies are large enough to support all of these specialized functions or personnel assignments. For example, in some smaller agencies the responding officer will also conduct the investigation and be responsible for all or a major portion of community relations responsibilities. Under such circumstances, it is less important *who* performs the varied tasks identified in the policy than that the tasks be addressed effectively by one or more individuals.

Procedurally, hate crimes should be handled in much the same manner as other crimes—evidence should be protected, the crime scene stabilized, victims and witnesses interviewed and, if necessary, attended to for injury. However, there are several matters that the officer should be sensitive to when responding to actual or suspected hate crimes.

First, most hate crimes are committed by persons under the age of 21 and frequently by youths acting in groups or gangs.⁵ The growth of formal hate groups has been linked to many recent incidents although most offenses are committed by informal groups. Skinheads are a notable example of formal groups that preach violence against blacks, Hispanics, Jews, Asians and homosexuals. They are known to be heavily armed and have engaged in murder, violent assaults and extensive vandalism of religious property, among other crimes. Law enforcement officers should view any individual who commits a hate crime as potentially violent, irrespective of his age.

In responding to such incidents, particularly where force or the threatened use of force is involved, patrol officers may confront some unusual problems in stabilizing the scene. Victims, as well as their friends, neighbors and sympathizers, are typically quite emotional. Under certain circumstances there may also be a tendency for crowds to develop and, without proper and timely police response, to become unruly or riotous.

The physically injured should of course receive immediate attention and care. However, in the larger percentage of cases the injuries sustained will be more emotional in nature. In all cases, officers should be particularly sensitive to the feelings and emotions of hate crime victims. They typically suffer deep emotional distress, a blow to their self esteem and a sense of being personally violated. A key ingredient in the individual's identity—his race, religion, ethnicity or sexual orientation—has made him a target of violence or intimidation. The victim may express a broad range of feelings such as fear for himself or his family and fear that the incident may happen again or escalate. On the other hand, the victim may express or feel anger and hatred for real or presumed perpetrators

Handout D.1 (continued, page 4)

and may be prepared to act out these feelings in retaliation. Some may even speak of arming themselves and others for protection or to seek vengeance.

Under such emotionally laden circumstances, the initial responses of the officer may have lasting impact on the victim and potentially have far-reaching implications for the relationship of the agency to the victim's racial, religious, ethnic or sexual orientation group. In such cases, the responding officer must be prepared to make a realistic assessment of additional resources that may be needed at the scene. These may range from the assistance of a supervisor to specialized help from community relations/affairs officers or victim advocacy workers. In some cases it may be best to assist the victim in contacting a close friend or relative or to contact a social caseworker, community mental health professional or the family's or department's clergyman. Targets of hate crimes are often of different cultures or nationalities from that of the responding officer. With that in mind, the use of the victim's family or friends may be essential in efforts to communicate with the victim and deal with the emotional impact of the crime.

There are several other steps that responding officers can take during these incidents to be of particular assistance to the victim, while also facilitating the investigation. For example, one should not forget to inquire about the well-being of the victim. This simple gesture is surprisingly often neglected in stressful situations, but may reveal the need for medical assistance that may not otherwise have been detected. A simple inquiry: "Are you all right?" is also an easy way to demonstrate concern, to help alleviate some of the victim's fright and to calm the individual so that he can better communicate the circumstances of the incident. It is also important early on to let the victim know that the police department takes these types of crimes very seriously, that it shares the victim's outrage over the crime and will do everything possible to identify the perpetrators as soon as possible. Most hate crime victims experience high levels of anxiety until the case is settled. An initial and continued indication that the department is pursuing the case vigorously will help to alleviate some of this anxiety.

Allow the victim to ventilate his feelings. Patrol officers do not have the time to hear victims "blow off steam" at length; that is the responsibility of the

family, friends, crisis counselors and others in helping the victim to recover. However, the officer should be ready to guide the victim through a short ventilation-letting the victim express his feelings while also relating the facts of the incident.

Simple expressions of concern by the officer—"I'm sorry this happened" or "I'm glad you are all right"—will often help to calm a victim down. Dealing with angry victims is sometimes a test of patience. Hate crimes can be particularly outrageous to the victim who has been singled out from the general population for no fault of his own, but simply because of his race, religion, ethnicity or sexual orientation. It is important not to take this anger personally even though it may sometimes seem to be directed at the officer or the police department for allowing the incident to happen. Victims generally want to find a logical explanation for what happened and particularly in the case of hate crimes, often come up empty-handed. Questions such as "Why me?" or "Why was I singled out?" may be expressed or the victim may blame himself, feel guilty, humiliated and generally out of control of his life.

Helping the victim focus on the offender, rather than internalize the blame, is one way to put some order back into the victim's life. Another way is to give the victim a clear indication of what will happen during the course of the investigation. Providing the victim with a name and telephone number to call for information and assistance should be standard procedure and responding officers should telephone the victim at an appropriate time thereafter to ensure that follow-up has taken place. In addition, the officer should provide whatever information is available on when an investigating officer will get back with the victim. Hate crime victims often feel that they may be victimized again after the police leave; therefore, a responding officer should not leave the scene until appropriate companionship or assistance has arrived.

B. Initial Classification of Hate Crimes

There are a number of factors that a responding officer should consider when attempting to determine whether a hate crime has been committed or is suspected. The types of factors that the officer should consider include the following:

- Is the motivation of the alleged offender known?
- Was the incident known to have been motivated by racial, religious, ethnic or sexual orientation bias?

Handout D.1 (continued, page 5)

- Does the victim perceive the action of the offender to have been motivated by bias?
- Is there no other clear motivation for the incident?
- Were any racial, religious, ethnic or sexual orientation bias remarks made by the offender?
- Were there any offensive symbols, words or acts that are known to represent a hate group or other evidence of bias against the victim's group?
- Did the incident occur on a holiday or other day of significance to the victim's group or the offender's group?
- What do the demographics of the area tell you about the incident?⁶

If these factors, when considered individually or in combination, lead the responding officer to believe that a hate crime has been committed, it should be designated a suspected hate crime and referred to the appropriate investigative unit in the department. Some law enforcement agencies located in areas that have particular problems with regard to hate crimes have established specialized hate crime units. These generally consist of officers who are specially trained in the investigation of these crimes and in dealing with individual victims and target populations in the community. Other agencies may designate follow-up investigations of these incidents to community affairs officers who have similar training and expertise. In the majority of cases, however, the incident will be referred to an investigative officer or the responding officer will personally complete the investigation.

In the case of major incidents, a field supervisor and/or shift commander should always be summoned to the scene. Arrangements should be made to increase patrols in the neighborhood in which the incident took place and victims informed that this measure has been taken. This is also a good opportunity to provide any advice to the victim that may increase his safety and security. However, officers must provide this advice in a realistic manner to those affected. Officers should never state or imply that the measures the department is taking to protect them or that are being suggested are completely sufficient to prevent the occurrence of additional incidents.

In cases where the department's crime laboratory personnel will not be used, the responding officer should conduct a search for any evidence that may be expected. Where evidence is present, it should be protected and assistance secured where necessary to

ensure proper processing, packaging and transportation to the department's evidence control room.

C. Follow-up Investigation of Suspected Hate Crimes

Once a responding officer has completed his initial report and classified an incident as a suspected hate crime, the report should be forwarded to an investigative, immediate supervisor or other "second judgment officer" who has received special training in classification of and dealing with hate crimes. Even in smaller agencies with limited resources, one individual should be specially assigned the responsibility for reviewing suspected hate crime incidents and making the final decision as to the existence or nonexistence of a bias motivation. This procedure is important for accurate statistical reporting of such incidents on a local, state and national level. Of equal if not greater importance, it is a critical means of accurately identifying the underlying reasons for these incidents so that they can be adequately dealt with on enforcement and prosecutorial levels and perhaps prevented in the future.

As noted, it is often difficult to accurately identify hate-motivated crimes. Generally, no single factor is sufficient to make this determination. Rather, it is often the result of cumulative information that supports this finding. It is not enough, for example, to determine that the perpetrator was biased against the victim's racial, religious, ethnic or sexual orientation group, but that the offender was motivated in whole or in part by that bias. In sorting out the facts of a particular situation, an investigator may wish to seek answers to the following types of questions:

- Is the victim a member of a target racial, religious, ethnic/national origin or sexual orientation group?
- Were the offender and the victim of different racial, religious, ethnic/national origin or sexual orientation groups? (For example, the victim was black and the offender was white.)
- Would the incident have taken place if the victim and offender were the same race, religion, ethnic group or sexual orientation?
- Were biased oral comments, written statements or gestures made by the offender that indicate his bias? (For example, the offender shouted a racial epithet at the victim.)

Handout D.1 (continued, page 6)

- Were bias-related drawings, markings, symbols or graffiti left at the crime scene? (For example, a swastika was painted on the door of a synagogue.)

- Were certain objects, items or things that indicate bias used (e.g., the offender wore a white sheet with a hood covering his face) or left behind by the offender (e.g., a burning cross was left in front of the victim's residence)?

- Is the victim a member of a racial, religious, ethnic/national origin or sexual orientation group that is overwhelmingly outnumbered by members of another group in the neighborhood where the victim lives and the incident took place? This factor loses significance with the passage of time, in that it is most significant when the victim first moved into the neighborhood and becomes less significant as time passes without incident.

- Was the victim visiting a neighborhood where previous hate crimes had been committed against other members of his racial, religious, ethnic/national origin or sexual orientation group and where tensions remain high against his group?

- Have several incidents occurred in the same locality, or at about the same time, and are the victims all of the same racial, religious, ethnic/national origin or sexual orientation group?

- Does a substantial portion of the community where the crime occurred perceive that the incident was motivated by bias?

- Was the victim engaged in activities promoting his racial, religious, ethnic/national origin or sexual orientation group? (For example, the victim is a member of the NAACP, participates in gay rights demonstrations, etc.)

- Did the incident coincide with a holiday relating to, or a date of particular significance to a racial, religious or ethnic/national origin group (e.g., Martin Luther King Day, Rosh Hashanah, etc.)?

- Was the offender previously involved in a similar hate crime or is he a member of a hate group?

- Were there indications that a hate group was involved? (For example, a hate group claimed responsibility for the crime or was active in the neighborhood.)

- Does a historically established animosity exist between the victim's group and the offender's group?

- Is this incident similar to other known and documented cases of bias, particularly in this area? Does it fit a similar modus operandi to these other incidents?

- Has the victim been previously involved in similar situations?

- Are there other explanations for the incident, such as a childish prank, unrelated vandalism, etc.?

- Did the offender have some understanding of the impact his actions would have on the victim?⁷

The investigating officer should ensure that continuous contact is maintained with the victim. Lack of information about case status can be one of the greatest sources of dissatisfaction among victims. Those who have been subjected to hate crimes may be particularly sensitized to law enforcement's response to their needs, both at the time of and immediately following the offense, as well as during the ongoing course of the investigation. Additionally, the victim's racial, religious, national/ethnic or sexual orientation group is also keenly observant of law enforcement's response to the victim and the crime. Police contact with community leaders among the victim's orientation group, coupled with community meetings with members of that group where necessary, will help to alleviate many potential fears and misgivings about the police response. It will also give the department the opportunity to identify any other unreported incidents of a similar nature. Studies show that when citizens believe the police will respond effectively to their problems, they are more likely to report crime.

The primary investigating officer is generally the most suitable individual to maintain contact with the victim during the course of the investigation and prosecution of the case. Hate crime victims and witnesses may be particularly fearful of recrimination and retaliation, and ongoing contact with and assistance from the law enforcement agency will greatly help in alleviating or mitigating these and other fears. Officers will not be able to alleviate all of these fears, but when they understand the needs and concerns of the victim they can take the steps necessary to deal with them rather than assume that they are being handled by some other source. Understanding the limitations on most officers' time, they should be prepared to make appropriate referrals of hate crime victims to other community and departmental resources.

Finally, the investigating officer or other appropriate individual should coordinate the investigation with the department's intelligence function or, alternatively, their state and regional intelligence operation. These will be of particular assistance in linking the offense with any related activities of extremists and organized hate groups operating in the area.⁸

Handout D.1 (continued, page 7)

Endnotes

¹Richard Thornburgh, U.S. Attorney General in *Hate Crime: A Training Video for Police Officers*, Discussion Manual, Anti-Defamation League of B'nai B'rith, New York, New York.

²For a review of state statutes on hate and bias crimes refer to *Hate Crimes Statutes: A Response to Anti-Semitism, Vandalism and Violent Bigotry*, ADL Law Report, Anti-Defamation League of B'nai B'rith, New York, New York.

³Timothy J. Fuhrman, Supervisory Special Agent, FBI, *Investigation of Crimes Motivated by Hate or Bias: A Federal Perspective*, pending publication in *Police Yearbook 1991*, IACP, Arlington, Virginia.

⁴U.S. Department of Justice, *FBI Uniform Crime Reporting: A Training Guide for Hate Crime Data Collection*, Washington, D.C. It should be noted that "sexual orientation" is not specified in federal statutes against hate and bias crimes and only infrequently in state statutes, even though a National Institute of Justice Report found that homosexuals are probably the most frequent victims of hate crimes.

⁵Op. Cit. at 1, p. 9

⁶Op.Cit. at p. 4.

⁷*Id.*

⁸For examples of policies and procedures employed by several major police agencies, refer to *Hate Crimes: Policies and Procedures for Law Enforcement Agencies*, Anti-Defamation League of B'nai B'rith, New York, New York, 1988.

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Every effort has been made by the IACP National Law Enforcement Policy Center staff and advisory board to ensure that this model policy incorporates the most current information and contemporary professional judgment on this issue. However, law enforcement administrators should be cautioned that no "model" policy can meet all the needs of any given law enforcement agency. Each law enforcement agency operates in a unique environment of federal court rulings, state laws, local ordinances, regulations, judicial and administrative decisions and collective bargaining agreements that must be considered. In addition, the formulation of specific agency policies must take into account local political and community perspectives and customs, prerogatives and demands; often divergent law enforcement strategies and philosophies; and the impact of varied agency resource capabilities among other factors.

Handout D.2

Model Policy

<i>Effective Date</i> April 1, 1991		<i>Number</i>
<i>Subject</i> Hate Crimes		
<i>Reference</i>		<i>Special Instructions</i>
<i>Distribution</i>	<i>Reevaluation Date</i> July 31, 1992	<i>No. Pages</i> 3

I. PURPOSE

This policy is designed to assist employees in identifying crimes motivated by bias toward an individual's race, religion, ethnic background and/or sexual orientation and to define appropriate steps for assisting victims and apprehending suspects.

II. POLICY

It is the policy of this law enforcement agency to safeguard the state and federal rights of all individuals irrespective of their race, religion, ethnic background or sexual orientation. Any acts or threats of violence, property damage, harassment, intimidation or other crimes designed to infringe upon these rights are viewed very seriously by this agency and will be given high priority. This agency will use every necessary resource rapidly and decisively to identify the perpetrators, arrest them and take vigorous enforcement action.

Also, recognizing the particular fears and distress typically suffered by victims of these crimes, the potential for reprisal and escalation of violence and the possible far-reaching negative consequences of these acts on the community and the agency, particular attention shall be given to addressing the security and related concerns of the immediate victims as well as their families and others affected by the crime.

III. DEFINITIONS

Hate Crime: Any unlawful action designed to frighten, harm, injure, intimidate or harass an individual in whole or in part, because of a bias motivation against the actual or perceived race, religion, ethnic background or sexual orientation of the victim.

Race: A group of persons who possess common physical characteristics (e.g. color of skin, eyes and/or hair, facial features; etc.) genetically transmitted by descent and heredity that distinguish them as a distinct division of humankind (e.g., Asians, blacks, whites, etc.).

Ethnic Group: A group of persons of the same race or national origin who share common or similar traits, languages, customs and traditions (e.g., Arabs, Hispanics, etc.).

Religious Group: Any persons who share the same religious beliefs regarding the origin and purpose of the universe and the existence or nonexistence of a supreme being (e.g., Catholics, Jews, Protestants, atheists, etc.).

Sexual Orientation: A sexual attraction toward, and responsiveness to, members of one's own sex or members of the opposite sex (e.g., gays, lesbians, heterosexuals, etc.).

IV. INITIAL RESPONSE PROCEDURES

When an officer at the scene of an incident believes that it may have been motivated by racial, religious, ethnic or sexual orientation bias (RRES), the officer shall take any preliminary actions necessary, such as

- A. determining whether any perpetrators are present and, if so, taking appropriate enforcement measures;
- B. restoring order to the crime scene and taking any necessary actions to gain control of the situation;
- C. identifying any injured parties and taking steps to provide medical assistance;
- D. identifying any witnesses or others who have knowledge of the crime;
- E. protecting the crime scene; and
- F. summoning a field supervisor to the scene.

V. SUPERVISOR'S RESPONSIBILITIES

The supervisor shall confer with the initial responding officer, take measures to ensure that all necessary preliminary actions have been taken and inform an immediate supervisor of the criminal act. The supervisor shall request any appropriate additional personnel necessary to accomplish the following:

A. Provide immediate assistance to the crime victim, such as

1. expressing empathy for the victim and showing a sincere interest in his well-being;
2. expressing the law enforcement agency's official position on the importance of these cases, the measures that will be taken to apprehend the perpetrators, and the officers' and department's interest in the victim's well-being;
3. allowing the victim a period in which to ventilate his immediate concerns and express his feelings;
4. assisting the victim in identifying and contacting individuals or agencies that may provide support and assistance. These may include family members or close acquaintances, family clergyman or departmental chaplain and community service agencies that provide shelter, food, clothing, child care or other related services; and
5. providing security and precautionary advice to the victim and arranging for any additional security that may be required for protection of the victim.

B. Conduct a standard preliminary investigation to include preliminary interviews of the victim and any witnesses to the incident.

C. Ensure that all relevant facts are documented on an incident and/or arrest report and make an initial determination as to whether the incident should be classified as an RRES offense.

VI. INVESTIGATOR'S RESPONSIBILITIES

Investigative personnel assigned to alleged RRES incidents shall be responsible for the following:

A. When responding to the scene of an alleged RRES incident investigators shall assume control of the follow-up investigation. This includes:

1. assuring the scene is properly protected, preserved and processed and all physical evidence of the incident is removed as soon as possible. If evidence of an inflammatory nature cannot be

physically removed (e.g. painted words or signs on a wall) the owner of the property shall be contacted to remove such material as soon as possible and the officer shall follow-up to ensure that this is accomplished in a timely manner,

2. conducting a comprehensive interview with all victims and witnesses at the scene, or as soon as possible thereafter, and canvassing the neighborhood for additional personal sources of information;

3. notifying other appropriate personnel in the chain of command, depending on the nature and seriousness of the offense, and its potential inflammatory and related impact on the community;

4. working closely with the prosecutor's office to ensure that a legally adequate case is developed for prosecution;

5. coordinating the investigation with agency, state and regional intelligence operations. These sources shall provide the investigative officer with an analysis of any patterns, organized groups and suspects potentially involved in the offense;

6. coordinating the investigation with the identification and other units of the agency and with outside agencies where appropriate,

7. maintaining contact with the initial responding officer and keeping him apprised of the status of the case;

8. making a final determination as to whether the incident should be classified as an RRES crime; and

9. completing any reports necessary to comply with statistical reporting requirements for hate crimes.

B. Investigative officers shall also take the lead role in providing ongoing assistance to the crime victim to include

1. contacting the victim periodically to determine whether he is receiving adequate and appropriate assistance; and

2. providing ongoing information to the victim about the status of the criminal investigation.

**VII. COMMUNITY RELATIONS/
CRIME PREVENTION**

A. RRES crimes are viewed in the community not only as crimes against the targeted victim, but also as a crime against the victim's racial, religious, ethnic or sexual orientation group as a whole. Working constructively with segments of this larger audience after such incidents is essential to help reduce fears, stem possible retaliation, help prevent additional RRES incidents and encourage any other previously victimized individuals to step forward and report those crimes. Towards this end, this agency's community relations function, or officers so assigned, shall

1. meet with neighborhood groups, residents in target communities and other identified groups to allay fears, relay this agency's concern over and response to this and related incidents, reduce the potential for counter-violence and provide safety, security and crime prevention information;
2. provide direct and referral assistance to the victim and his family;
3. conduct public meetings on RRES threats and violence in general, and as it relates to specific incidents;
4. establish liaison with formal organizations and leaders; and
5. expand, where appropriate, existing preventive programs such as anti-hate seminars for school children.

This project was supported by Grant No. 87-SN-CX-K077 awarded by the Bureau of Justice Assistance, Office of Justice Programs, U.S. Department of Justice. The Assistant Attorney General, Office of Justice Programs, coordinates the activities of the following program offices and bureaus: the Bureau of Justice Assistance, the Bureau of Justice Statistics, National Institute of Justice, Office of Juvenile Justice and Delinquency Prevention, and the Office of Victims of Crime. Points of view or opinions in this document are those of the author and do not represent the official position or policies of the United States Department of Justice or the International Association of Chiefs of Police.

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Handout D.3: IACP Model Policy on Hate Crimes* Blank Form

Model Policy

	<i>Effective Date</i>	<i>Number</i>
<i>Subject</i> Hate Crimes		
<i>Reference</i>		<i>Effective Date</i>
<i>Distribution</i>	<i>Reevaluation Date</i>	<i>No. Pages</i>

I. PURPOSE

II. POLICY

III. DEFINITIONS

Hate Crime: _____

** Currently being revised.*

Handout D.3 (continued, page 2)

Race: A group of persons who possess common physical characteristics (e.g., color of skin, eyes and/or hair, facial features, etc.) Genetically transmitted by descent and heredity that distinguish them as a distinct division of humankind (e.g., Asians, blacks, whites, etc.)

Ethnic Group: A group of persons of the same race or national origin who share common or similar traits, languages, customs and traditions (e.g., Arabs, Hispanics, etc.)

Religious Group: Any persons who share the same religious beliefs regarding the origin and purpose of the universe and the existence or nonexistence of a supreme being (e.g., Catholics, Jews, Protestants, atheists, etc.)

Sexual Orientation: A sexual attraction toward, and responsiveness to, members of one's own sex or members of the opposite sex (e.g., gays, lesbians, heterosexuals, etc.)

Disabilities: _____

Other: _____

IV. INITIAL RESPONSE PROCEDURES

When an officer at the scene of an incident believes that it may have been motivated by racial, religious, ethnic or sexual (RRES) orientation bias, the officer shall take any preliminary actions necessary, such as:

- A. Determining whether any perpetrators are present and, if so, taking appropriate enforcement measures;
- B. Restoring order to the crime scene and taking any necessary actions to gain control of the situation;
- C. Identifying any injured parties and taking steps to provide medical assistance;
- D. Identifying any witnesses or others who have knowledge of the crime;
- E. Protecting the crime scene; and
- F. Summoning a field supervisor to the scene.

Other: _____

V. SUPERVISOR'S RESPONSIBILITIES

The supervisor shall confer with the initial responding officer, take measures to ensure that all necessary, preliminary actions have been taken and inform an immediate supervisor of the criminal act. The supervisor shall request any appropriate additional personnel necessary to accomplish the following:

Handout D.3 (continued, page 3)

- A. Provide immediate assistance to the crime victim, such as:
 - 1. Expressing empathy for the victim and showing a sincere interest in his well-being;
 - 2. Expressing the law enforcement agency's official position on the importance of these cases, the measures that will be taken to apprehend the perpetrators, and the officers' and department's interest in the victim's well-being;
 - 3. Allowing the victim a period in which to ventilate his immediate concerns and express his feelings;
 - 4. Assisting the victim in identifying and contacting individuals or agencies that may provide support and assistance—these may include family members or close acquaintances, family clergyman or departmental chaplain, and community service agencies that provide shelter, food, clothing, child care, or other related services; and
 - 5. Providing security and precautionary advice to the victim and arranging for any additional security that may be required for protection of the victim.
 - B. Conduct a standard preliminary investigation to include preliminary interviews of the victim and any witnesses to the incident.
 - C. Ensure that all relevant facts are documented on an incident and/or arrest report and make an initial determination as to whether the incident should be classified as an RRES offense.
 - D. Other: _____
-
-

VI. INVESTIGATOR'S RESPONSIBILITIES

Investigative personnel assigned to alleged RRES incidents shall be responsible for the following:

- A. Responding to the scene of an alleged RRES incident, investigators shall assume control of the follow-up investigation. This includes:
 - 1. Assuring the scene is properly protected, preserved, and processed and all physical evidence of the incident is removed as soon as possible. If evidence of an inflammatory nature cannot be physically removed (i.e., painted words or signs on a wall), the owner of the property shall be contacted to remove such material as soon as possible and the officer shall follow up to ensure that this is accomplished in a timely manner;
 - 2. Conducting a comprehensive interview with all victims and witnesses at the scene, or as soon as possible thereafter, and canvassing the neighborhood for additional personal sources of information;
 - 3. Notifying other appropriate personnel in the chain of command, depending on the nature and seriousness of the offense, and its potential inflammatory and related impact on the community;
 - 4. Working closely with the prosecutor's office to ensure that a legally adequate case is developed for prosecution;
 - 5. Coordinating the investigation with agency, state, and regional intelligence operations. These sources shall provide the investigative officer with an analysis of any patterns, organized groups, and suspects potentially involved in the offense;
 - 6. Coordinating the investigation with the identification and other units of the agency and with outside agencies where appropriate;
 - 7. Maintaining contact with the initial responding officer and keeping him apprised of the status of the case;

Handout D.3 (continued, page 4)

8. Making a final determination as to whether the incident should be classified as an RRES crime; and
9. Completing any reports necessary to comply with statistical reporting requirements for hate crimes.

B. Investigative officers shall also take the lead role in providing ongoing assistance to the crime victim, to include:

1. Contacting the victim periodically to determine whether he is receiving adequate and appropriate assistance; and
2. Providing ongoing information to the victim about the status of the criminal investigation.

Other: _____

VII. COMMUNITY RELATIONS/CRIME PREVENTION

A. RRES crimes are viewed in the community not only as crimes against the targeted victim, but also as crimes against the victim's racial, religious, ethnic, or sexual orientation group as a whole. Working constructively with segments of this larger audience after such incidents is essential to help reduce fears, stem possible retaliation, help prevent additional RRES incidents, and encourage any other previously victimized individuals to step forward and report those crimes. Towards this end, this agency's community relations functions, or officers so assigned, shall:

1. Meet with neighborhood groups, residents in target communities, and other identified groups to allay fears, relay this agency's concern over and response to this and related incidents, reduce the potential for counter-violence, and provide safety, security, and crime prevention information;
2. Provide direct and referral assistance to the victim and his family;
3. Conduct public meetings on RRES threats and violence in general, and as it relates to specific incidents;
4. Establish liaison with formal organizations and leaders; and
5. Expand, where appropriate, existing preventive programs, such as anti-hate seminars for school children.

Other: _____

Session D

Appendix D.1: Uniform Crime Report 1996 (Hate Crime Incidents)

Participating States	# Agencies Participating	Population Covered	# Agencies Submitting	# Incidents Reported
AL	289	4,165,994	0	0
AK	1	254,774	1	9
AZ	81	4,253,428	19	250
AR	191	2,504,563	1	1
CA	718	31,861,494	256	2,052
CO	230	3,817,580	27	133
CT	98	2,772,165	44	114
DE	50	725,000	9	67
D.C.	1	543,000	1	16
FL	394	14,658,195	51	187
GA	2	413,123	2	23
IA	231	2,841,077	25	48
ID	112	1,202,424	32	72
IL	114	5,407,993	114	333
IN	179	3,664,946	12	36
KS	1	312,706	1	28
KY	527	3,848,633	49	109
LA	140	2,700,170	5	6
ME	131	1,235,309	10	58
MD	148	5,071,690	37	387
MA	405	6,089,350	102	454
MI	485	7,958,039	159	485
MN	307	4,651,132	58	268
MS	129	1,716,566	3	3
MO	230	4,270,323	25	150
MT	95	861,547	4	10
NE	10	207,564	2	3
NV	4	1,169,351	3	44
NH	2	81,381	1	1
NJ	568	7,993,859	273	839
NM	70	1,299,168	8	44
NY	499	17,645,588	40	903
NC	83	2,888,221	19	34
ND	101	640,486	1	1
OH	405	8,873,634	55	234
OK	293	3,299,915	27	83
OR	174	3,155,762	27	172
PA	1,137	11,838,976	43	205
RI	46	990,000	11	40
SC	340	3,677,033	24	42
SD	32	255,844	2	3
TN	191	2,908,259	13	33
TX	915	19,031,043	88	350
UT	124	1,988,036	25	59
VT	3	35,462	3	4
VA	409	6,674,610	32	92
WA	230	5,469,395	62	198
WV	22	179,467	3	4
WI	338	5,160,000	21	43
WY	70	480,726	4	4
Totals	11,355	223,745,001	1,834	8,734

Appendix D.2: Resources for Session D

IACP National Law Enforcement Policy Center
515 North Washington Street
Arlington, VA 22314
Phone: (800) THE IACP
Phone: (703) 836-6767
Fax: (703) 836-4543
Internet address: <http://www.theiacp.org>

Crime in the United States 1996 (Uniform Crime Reports)

ISBN: 0-16-048756-0

For media and law enforcement, order from:

FBI Criminal Justice Information Services Division

Attn: Communications Unit – D3

1000 Custer Road

Clarksburg, WV 26303-0154

Phone: (304) 625-4995

Others, order from:

U.S. Government Printing Office

Superintendent of Documents

Mail Stop: SSOP

Washington, DC 20402-9328

Internet address: <http://www.fbi.gov>

Session E

Community Relations/ Crime Prevention

Time: 50 minutes

Video: None

Note to the Instructor: This session helps participants to develop supervisory techniques for stabilizing situations and addressing victim/community fears in hate crime cases. The session also provides participants with techniques for developing outreach programs and procedures to ensure cooperation and partnerships with communities in preventing and responding to hate crimes.

Objectives

By the end of this session, participants will be able to:

- Define community relations and community-oriented policing
- Name problems presented by occurrence of hate crimes
- Describe managerial responses to mitigate problems caused by hate crimes
- Identify partnerships and explain their objectives
- Discuss advantages of good community relations

Overview of Session: At a Glance



Overview	Total Time	Materials/ Equipment
Presentation: Introduction	50 min.	Flip chart, transparencies, overhead projector, screen
Presentation: Problems, Responses, Partnerships, and Benefits		

I. Presentation: Introduction

- Good community relations is critical in addressing hate crimes. Hate crimes are an offense against the whole community. Positive relations between the law enforcement agency and the community are essential to ensure that the community understands the law enforcement agency's actions.
- This session demonstrates why community relations are essential to a law enforcement agency's response to hate crimes and to the prevention of hate crimes.
- This session is an interactive session in which participants learn from one another about:
 - The community problems presented by hate crimes
 - What you can do as law enforcement command officers in such circumstances
 - The various partnerships that can be established in communities to combat such problems
 - The advantages of good community relations

II. Presentation: Problems, Responses, Partnerships, and Benefits

A. Problems Presented by the Occurrence of Hate Crimes

 **Note to the Instructor:**  Ask participants to describe problems which hate crimes cause. Encourage them to share experiences they have had with hate crimes from a command officer's perspective, such as what problems did they face? How did they solve them?

This can be a small or large group exercise. Post the answers on a flip chart. Some participants may need an explanation about what community relations and community-oriented policing entail in the context of hate crimes.

Whenever a crime occurs within the community it is a cause of concern among those living and working in the community. This concern becomes exacerbated when the motive of the crime is perceived to be based on a prejudice or bias of the offender against a person or groups of individuals simply because they are different from the offender.

☛ Ask participants to describe community problems which occur in the aftermath of a hate crime or hate incident. In identifying such problems the participants might be asked to share any anecdotes that they are aware of surrounding such hate crimes or hate incidents. The instructor should write these problems on the flip chart. Some participants responses may be:

- Heightened racial tensions
- Retaliation attacks
- Widespread fear
- Polarization
- Misinformation and rumors
- Denial of the issues
- Escalation of violence
- Street protests, demonstrations, civil unrest

📎 **Note to the Instructor:** Use **Core Transparency H.6, Effects of Hate Crimes**, and ask participants to list some of the effects of hate crimes on the community. (Both the problems identified by the participants and the problems identified on Transparency H.6 are used in the next section.)

B. Managerial Responses to Hate Crime Problems

From a community relations perspective, very few issues have the potential for being as disruptive to community harmony as the perception that a law enforcement agency is not treating hate/bias crimes seriously. When the community is upset, often a first reaction is to find someone other than community members to blame. If the law enforcement agency and top management official have not exhibited a strong posture against such crimes and have not instituted a strong policy to deal with them, the community may object to the fact that there is no plan in place.


☛ Ask participants to list and describe programs, efforts, or projects in their or other law enforcement agencies that address the problems elicited from the group and those identified in Transparency H.6 during the previous section. Write these remedies on the flip chart. Some responses may be:

- Condemn the hate crime with a strong statement
- Publicly state the law enforcement agency's policies and procedures regarding hate crimes
- Ensure a thorough initial investigation
- Insist on prompt and vigorous prosecutive action
- Clean up the crime scene in accord with procedures
- Conduct community outreach
 - Report in a timely manner the status of the investigation to victims and the community at large in a timely manner
 - Convene community unity meetings
 - Convene meetings/discussions with community leaders
- Activate contingency plans
- Use community response teams or bias crimes networks
- Heighten law enforcement presence in affected areas
- Provide victim and witness assistance and protection
- Deal with media inquiries openly and honestly
- Use the media to communicate the law enforcement agency's condemnation of the hate crime and the action steps of the law enforcement agency
- Ensure accurate recording and reporting of hate crimes
- Ensure up-to-date training of all law enforcement agency personnel in the identification and investigation of hate crimes
- Establish a bias crime unit or appoint a bias crime officer to oversee the identification and investigation of hate crimes
- Use the law enforcement agency's resource directory for victim assistance and other assistance. Draw special attention to the importance of a law enforcement agency's resource directory for making appropriate referrals in responding to hate crime cases.

• Ask participants what a law enforcement resource directory is, how they are maintained and by whom, and how the contents are made known to line staff? As stated in the Core Curriculum, a description of a resource directory is as follows:

A resource directory is a listing of community-based resources that might be called on to assist in a variety of events or crimes that require or can be positively addressed by a law enforcement agency.

C. Partnerships: Identity and Purpose

 **Note to the Instructor:** The participants have already indicated in the identification of the effects of hate crimes that there is a broader dimension to the issue than just a law enforcement remedy. In the discussion of the managerial responses to hate crime problems, the instructor has elicited some of the measures or strategies used by law enforcement agencies in addressing these problems and groups and organizations external to law enforcement agencies have been identified during this process.

This segment covers partnerships in more detail.

Improving a law enforcement agency's image in the community takes more than just concern or wishful thinking. For law enforcement to be truly effective in a changing, complex society, law enforcement leadership must recognize that it is in its own best interest to administer a department or agency that is competent, fair, honest, and responsive to the needs of each citizen.

☛ Ask the group if the following statement is true. If so, why is it true?

The law enforcement agency must **establish an effective partnership with the community as a whole and with the individual components** therein, the foundation of which is mutual trust and understanding. Law enforcement organizations have the ability to alter their image within the community.

☛ Ask participants how they can affect the image of their agency in the public's eye. Ask why a command officer would want to do this.

☛ Ask participants to identify those groups, organizations, and other entities that could assist them in responding to hate crimes. List the responses on a flip chart. Some of the responses might include:

Municipal government:

- Mayor's office
- School department
- Youth agency
- Public works (sanitation and water)
- Courts

- Victim advocacy groups (National Association for the Advancement of Colored People, Latin United Latin American Council, Anti-Defamation League)

Community organizations:

- Community centers
- Health centers
- Boys and Girls Clubs
- YMCA
- Neighborhood watches
- Religious organizations
- Civic groups

Business community:

- Chambers of Commerce

Discuss the objectives of these **partnerships**. Record participants' responses on the flip chart. Some responses might include:

- Building cooperation in the dissemination of the agency's or department's vision, policies, and procedures on hate crimes
- Building the law enforcement agency's resource directory
- Expanding resources in the prevention of and response to hate crimes
- Providing crime prevention information
- Building support for the policies, procedures, and programs of the law enforcement agency regarding hate crimes
- Improving victim and witness cooperation in hate crime investigations and prosecutions

D. Benefits of Good Law Enforcement/Community Relations

A well-developed community relations effort should be the product of careful construction, designed by the police and public together, and should not be the result of an emotional reaction to a temporary crisis in the community. The fundamental tenet of any successful law enforcement community relations effort must necessarily involve an open channel of communication between law enforcement and the public. Once established, a communications vehicle should be further developed to ensure that the channel remains open.

- ☛ Ask participants if the community has a role in the development and design of agency/community relation efforts? What is this role?

Law enforcement agencies must be sensitive to the fact that virtually every phase of their operation has an impact on the community; this translates into an individual citizen's assessment of a department's effectiveness. Token or artificial efforts toward enhancing a public image will quickly be recognized as an insincere gesture, which can only invite public ridicule and repudiation.

- ☛ Ask participants what the effect of an artificial or token effort at community relations might be?


Lead a discussion focusing on the meaning of the concept law enforcement community relations. Record the responses on a flip chart. Then show the transparency of the definition of community relations from the Core Curriculum (**Core Transparency H.9, Definition of Community Relations**):

**Transparency E.1
Community Relations**

Those practices, policies, and procedures in a law enforcement department or agency which demonstrate that the law enforcement agency is a part of the community, not apart from the community.

- ☛ Ask participants to cite the benefits of good community relations, with special attention to personal benefits to the top manager, command staff, and line officers. Record these responses on a flip chart. Some of participants' responses may be:

- Increases safety of staff
- Increases community satisfaction with law enforcement agency
- Increases amount of information to law enforcement agency
- Increases amount of information to community
- Increases officer's level of job satisfaction
- Increases community involvement in the criminal justice system
- Increases community's awareness of law enforcement agency limits
- Increases positive law enforcement agency/community contact
- Decreases levels of fear in community
- Increases number of solved crimes

 **Note to the Instructor:** Use **Core Transparency H.10, Advantages of Good Community Relations**, to reinforce benefits of good community relations.

• Now that the phrase community relations has been defined, ask participants to define community-oriented policing. The answer should approximate the following:

**Transparency E.2
Community-Oriented
Policing**

Community-oriented policing is a law enforcement philosophy that promotes and supports organizational strategies to address the cause and reduce the fear of crime and social disorder through problem-solving tactics and community/law enforcement partnerships.

The important distinction between community relations and community-oriented policing is that community relations are a result of community-oriented policing philosophies.

COMMUNITY RELATIONS

Community relations are those practices, policies, and procedures in a law enforcement department or agency which demonstrate that the law enforcement agency is a part of the community, not apart from the community.

COMMUNITY-ORIENTED POLICING

Community-oriented policing is a law enforcement philosophy that promotes and supports organizational strategies to address the cause and reduce the fear of crime and social disorder through problem-solving tactics and community/law enforcement partnerships.

Session F

Techniques for Coordinating Inter- and Intra-Agency Law Enforcement Efforts To Respond to Hate Crimes

Time: 15 minutes

Videos: None

Objectives

By the end of this session, participants will be able to:

- Describe the advantages of inter/intra agency law enforcement cooperation
- Describe ways for ensuring continued collaboration

Overview of Session: At a Glance

Overview	Total Time	Materials/ Equipment
Presentation: Law Enforcement/Community Relationships	15 min.	Flip chart

I. Presentation: Law Enforcement/Community Relationships

This section provides information on how the local law enforcement command officer can establish a local group consisting of representatives of law enforcement, such as sheriffs, FBI agents, U.S. Marshals, and U.S. Department of Housing and Immigration and Naturalization Service inspectors, to discuss techniques and information concerning responses to hate crimes and to consider development of relationships with other organizations to address hate crimes.

A. Memorandums of Understanding (MOUs)

☛ Ask participants to list possible law enforcement and/or other organizations they might want to establish MOUs with.

A law enforcement agency can formalize its relationship with various law enforcement and other organizations over the issue of hate crime through a written memorandum of understanding. This is a brief (usually one-page) statement that defines the agreement between organizations on how and when the law enforcement agency will respond to a hate crime and what the other party's responsibilities are in regard to notifying the law enforcement agency.

☛ Ask participants what the advantage of an MOU might be. Answers may be:

- Encourages collaboration
- Helps clarify roles
- Encourages reporting of hate crimes
- Serves to enhance the image of the law enforcement agency
- Is a convenient means of sharing best practices

B. Task Forces

Task forces can be short- or long-term, depending on the issue.

☛ Ask participants what some of the advantages might be of a task force responding to hate crime. Answers may include:

- Increases sources of intelligence
- Increases partnerships
- Focuses attention on a specific issue/problem
- Decreases anxiety of the community

☛ Ask participants to list ways inter/intra agency relationships can be maintained. Answers may include:

- Have periodic meetings
- Make meetings brief by having specific agendas
- Publicize accomplishments

Session F

- Continuously redefine goals and objectives
- Encourage input from outside groups and organizations

Session G

Media Relations

Time: 30 minutes

Videos: None

Objectives


By the end of this session, participants will be able to:

- Discuss how to communicate the law enforcement agency's commitment to the prevention, detection, and investigation of hate crimes
- Discuss methods for dealing effectively with the media when a hate crime occurs
- Articulate reasons why media relations are important when hate crimes are committed

Overview of Session: At a Glance

Overview	Total Time	Materials/ Equipment
Presentation: Establishing Positive Media Relations and Communicating Policy	30 min.	Flip chart, handout
Presentation: Strategies for Establishing Positive Media Relations		
Presentation: Dealing Effectively With the Media After a Hate Crime		
Activity: Create a Press Statement		
Activity: Construct a Model Policy on Media Contacts (Optional)		

I. Presentation: Establishing Positive Media Relations and Communicating Policy

 **Note to the Instructor:** Draw from participants' law enforcement experiences and expertise to identify techniques to use in positive media relations as a mechanism for communicating a department's policy concerning hate crimes.

☛ Ask the group to recount any bad experiences with the media; what happened; what was the effect of the poor press coverage?

☛ Ask participants how the public's perception of the department's commitment to responding to hate crimes can be influenced by media coverage. Answers might include:

- Public can be reassured by the coverage, such as feeling that the law enforcement agency is actively working on the case and will solve it
- Public can be educated about the law enforcement agency's policies or procedures in responding to hate crimes
- Public can also be negatively affected, such as made to feel unprotected and afraid, having their confidence in the law enforcement agency compromised, etc., if coverage is negative.

✍ **Note to the Instructor:** ☛ Ask the group to describe a particular hate crime and then create a press statement in response to that crime. This can be a quick group exercise. Post the answers on a flip chart.

A law enforcement command officer can utilize the media to make a firm statement to the community that hate crimes will not be tolerated and will be aggressively investigated by the law enforcement agency.

☛ Ask the group what the hallmarks are of a good press statement? Answers may include:

- Statement is made in positive terms
- Statement is brief and to the point
- Statement implies a partnership with the community in resolving the issues
- Statement reassures the public that the law enforcement agency is on the job
- Statement is prepared in advance and in writing

II. **Presentation: Strategies for Establishing Positive Media Relations**

☛ Ask the group to describe strategies for establishing a positive relationship with the media. Answers may include:

- Meet with editorial boards. These boards decide what positions the media organization will endorse. (This is best done in a proactive manner—such as before a crisis.)
- Write letters to the editor. Letters to the editor can commend a newspaper or reporter for a fine story, offer additional perspectives or information about an issue the paper covered, or disagree with opinions expressed in an article or story.
- Invite the press to law enforcement agency functions, such as community anti-crime meetings, Neighborhood Block Watch gatherings, and other events that might provide photo opportunities, as well as a chance for reporters to meet with and talk to law enforcement members and prevention-minded citizens.
- Make broadcast editorials. Television and radio stations often allow community residents to do guest editorials on topics of interest. Generally stations will tape your comments for broadcast later.
- Conduct news conference/media events. This should be done only when you have something newsworthy to report. Press parties or receptions are other possible formats to be considered. (See **Handout G.1, Media Advisory.**)
- Use news releases. These are all-purpose tools. They can announce the launch of a community campaign or law enforcement initiative on hate crimes.
- Create a newsletter and distribute it through the mail or by fax to key local activists and media contacts.
- Write a weekly column in the local paper on law enforcement agency partnership activities and initiatives.
- Develop a media list. Every law enforcement agency needs a media list, or a directory of all the community media and contacts for each.

☛ **Ask the group how such a list might be made and maintained.**

Answers might include:

- Use media directories at the local library
- Develop an inventory list of speciality publications
- Include newspapers, newsletters, and bulletins by colleges, universities, religious organizations, hospitals, community groups, and other prominent local organizations and institutions.
- Call media outlets
- Look up telephone and fax numbers for media contacts
- Include more than one contact per media organization
- Update your media list regularly. Keep an eye out for reporters who are covering department issues and add their names to the media lists.
- Include cable outlet
- Add other organizations to the media lists

- Ask participants to name other organizations or community leaders who might be interested in hearing about your law enforcement agency's work. Answers may include Congresspersons, NAACP, Rotary Club, Chambers of Commerce.
- Ask the group to list other organizations and explain how they might be helpful to a law enforcement agency if included in the media releases.

III. Presentation: Dealing Effectively With the Media After a Hate Crime

In dealing with the media and community members, the command officer should firmly and forthrightly confirm that the department is investigating whether the alleged incident is a hate crime and that all bias indicator information about the incident will be documented and preserved for the local prosecutor. The law enforcement command officer should further state that the department **and the community** consider the investigation and prosecution of hate crimes to be paramount.

Note to the Instructor: Instructor might reemphasize the following points about hate crimes which were made in Session B, Summary of the Core Program:

- Hate crimes are unique
 - Hate crimes impact the whole community; they are message crimes and often cause community-wide divisions and tensions
 - Hate crimes demand a special response by the law enforcement agency
 - Hate crimes are often the focus of significant public and community attention.
-
- Ask the group what the effects of a strong public statement by law enforcement in response to a hate crime might be. Answers might include:
 - Demonstrates to the entire community the commitment of the department or agency to address hate crimes
 - Sends a strong message to would-be perpetrators
 - Can reinforce law enforcement agency/community partnerships

IV. Activity: Create a Press Statement

A. Tips for Conducting an Interview

☛ Ask the group for tips for conducting an interview and record the answers on a flip chart. Answers should include:

- Prepare a written statement which should be reviewed by departmental attorneys prior to the press conference. If this statement is distributed, a law enforcement agency contact should be included for further information.
- Keep the statement short, concise, and factual; the statement should include the following:
 - Known facts and circumstances relating to the crime which will not hinder or prejudice the investigation, such as:
 - General description of the suspects, if known, or evidence seized
 - Nature of charges brought against the suspects
 - Identity of the victim after next of kin have been notified, if appropriate (be sensitive to the victim's privacy and safety needs and concerns)
 - Identity of the arresting or investigating officers
 - Reassurance that the law enforcement agency will investigate thoroughly to determine if a hate crime has been committed
- Avoid making judgment statements that current evidence will not support.
- Communicate the law enforcement agency's activities. This often reassures the community that the law enforcement agency is on the job.
- Express empathy for the victim.
- Reaffirm the law enforcement agency/community partnership.
- Encourage assistance from the public but urge caution with repeating rumors.
- Inform the community where it can report case-related information.

📎 **Note to the Instructor:** If there is time, ask the group to construct a model policy on media contacts. This might include official media contact points in the law enforcement agency, suggested responses by line officers, definitions of terms, etc.
This can be a large or small group exercise.

V. Activity: Construct a Model Policy on Media Contacts (Optional)

(1) Advantages of Positive Media Relations

- Can be an avenue for reassuring the public that law enforcement is responding to a particular crime
- Can serve to deter future acts of crime
- Can encourage the public to provide information regarding an ongoing investigation
- Can provide favorable publicity
- Can provide recognition of the work of specific officers
- Can assist the community in understanding the law enforcement agency's policies and procedures

(2) Establishing Positive Media Relations

- Meet with editorial boards
- Write letters to the editor
- Invite the press to law enforcement agency functions
- Make broadcast editorials
- Write a weekly law enforcement agency column for the local paper
- Conduct news conferences
- Utilize news releases
- Create a newsletter

(3) General Tips for Handling the Media

- **Prepare and rehearse** answers to a wide range of potential questions, touching on key points in each reply (points like the law enforcement agency and the community are working together, the law enforcement agency has hate crimes as a top priority, this community will not tolerate hate crimes).
- If time permits, learn as much about the interviewer as possible from previous contacts, reports, and so on. If it is a television or radio interviewer, try to get tapes of previous work he or she has done to get a sense of the interviewer's style.

- **Control the interview**
 - Set ground rules as soon as possible to include length of interview, range of topics to be covered, etc.
 - **Restate key points as often as possible** (points like the law enforcement agency and the community are working together, the law enforcement agency has this as a top priority, this community will not tolerate hate crimes, etc.).
 - **Never lie. Never guess. Never speculate.**
 - If possible avoid saying “no comment.” If you do not know an answer just state that you do not know.
 - Do not let an interviewer put words in your mouth. If the interviewer suggests a reply, **restate it in your own words.**
- Relax and be comfortable
- Watch your use of technical jargon. The general public may not be familiar with it.
- If they don't ask a question, don't answer it!

(4) Considerations for Allowing Media To Interview Hate Crime Victims

- The victim is not undergoing medical treatment.
- The victim appears able to make sound decisions and is not visibly upset nor emotionally distraught (which could increase community tensions). If the victim does not want to be interviewed, the media should be advised.
- Investigative personnel have completed their interviews.

(5) Giving an Interview

- Have a written statement prepared.
- Keep the statement short.
- Avoid making judgment statements.
- Communicate the agency's or department's activities.
- **Repeat, frequently, key messages that the law enforcement agency wants to get across** (such as the law enforcement agency and the community are working together, the law enforcement agency has this as a top priority, this community will not tolerate hate crimes).

Handout G.1

Media Advisory (Sample)

For Immediate Release

Contact: (Name) (Phone Number)

Advisory: (Our Town) To Honor Neighborhood Crime Prevention Heroes

Who: Mayor Terry Jones, town police and safety officials, business leaders

What: A luncheon ceremony honoring five individuals

Where: (Our Town) Civic Club

When: Tuesday, October 18, 1997, 12:00 noon

Background: Since 1985, (Our Town's) Neighborhood Crime Prevention Coalition has worked with (Our Town) government officials, as well as business and community groups, to identify individuals and organizations that help make (Our Town) a safer place to live and work.

Resource Appendix

Hate Crime Training Programs

Hate/Bias Crime Training Program:

Small Town and Rural Training Services

National Center for State, Local, and International Training

Federal Law Enforcement Training Center (FLETC)

U.S. Department of Treasury

Glynco, GA 31524

Phone: 912-267-2100 or 800-743-5382

Fax: 912-267-2894

HBCTP is a train-the-trainer program. Experienced law enforcement trainers are instructed in how to improve the effectiveness of their agencies in reporting, investigating, and prosecuting hate/bias crimes. Participants return to their respective jurisdictions with all the necessary training aids to set up in-service training on hate/bias crimes. The student trainer is provided with a program guide, student handouts, lesson plans, instructional aids, suggested practical exercises, and a list of available resources. The ultimate goal is to educate law enforcement to be more aware of hate/bias-motivated crimes. Increased awareness will result in more effective service to the community. Graduates of this program are eligible to become Small Town and Rural (STAR) Training Services instructors.

National Bias Crimes Training for Law Enforcement and Victim Assistance Professionals

Educational Development Center, Inc.

55 Chapel Street

Newton, MA 02458

Phone: 800-225-4276 or 617-969-7100, ext. 2421

This curriculum was developed to train instructors to train about bias crimes for a combined audience of law enforcement and victim assistance professionals. It was developed under a federally funded project through the U.S. Department of Justice, Office for Victims of Crime (OVC). The training curriculum, a two-and-a-half day program, was developed to strengthen the knowledge and skills of an integrated audience of law enforcement and victim assistance professionals. The training provides a forum where professionals from these two fields can learn from one another. The student trainers are provided with both an instructor's and a participant's manual, which includes lesson plans, instructional aids, suggested practical exercises, and case studies.

Federal and State Enforcement Agencies

Federal Legal Resources

Civil Rights Division
U.S. Department of Justice
Office of the Assistant Attorney General
Room 5643
P.O. Box 65808
Washington, DC 20035–5808
Phone: 202–514–2151

This division is responsible for enforcing Federal civil rights laws which prohibit discrimination on the basis of race, color, religion, or national origin in the areas of voting, education, employment, and housing; in the use of public facilities and public accommodations; and in the administration of federally assisted programs. The Civil Rights Division also enforces specific Federal criminal statutes including those concerning willful deprivation of constitutional rights while acting under color of law through conspiracy and violent interference with federally protected activities.

Criminal Section
Civil Rights Division
U.S. Department of Justice
P.O. Box 66018
Washington, DC 20035–6018
Phone: 202–514–3204

The Criminal Section of the Civil Rights Division enforces Federal criminal civil rights (hate crime) statutes, along with other prosecutorial responsibilities.

Hate Crime Monitoring: Federal Agencies

Criminal Justice Information Services Division
Federal Bureau of Investigation
U.S. Department of Justice
Clarksburg, WV 26306
Phone: 304–625–2700

State Legal Resources

National Association of Attorneys General

750 First Street NE., Suite 1100

Washington, DC 20002

(202) 326-6000

National District Attorneys Association

99 Canal Center Plaza, Suite 510

Alexandria, VA 22314

(703) 549-9222

Field Divisions of the Federal Bureau of Investigation

Albany

Room 502
James T. Foley Courthouse
445 Broadway
Albany, NY 12207
(518) 465-7551

Albuquerque

Suite 300
415 Silver Avenue SW.
Albuquerque, NM 87102
(505) 224-2000

Anchorage

101 East Sixth Avenue
Anchorage, AK 99501
(907) 258-5322

Atlanta

Suite 400
2635 Century Parkway NE.
Atlanta, GA 30345
(404) 679-9000

Baltimore

7142 Ambassador Road
Baltimore, MD 21244-2754
(410) 265-8080

Birmingham

Room 1400
2121 Eighth Avenue North
Birmingham, AL 35203
(205) 326-6166

Boston

Suite 600
One Center Plaza
Boston, MA 02108
(617) 742-5533

Buffalo

One FBI Plaza
Buffalo, NY 14202-2698
(716) 856-7800

Charlotte

Suite 900, Wachovia Building
400 South Tryon Street
Charlotte, NC 28285
(704) 377-9200

Chicago

Room 905
Everett McKinley Dirksen, FOB
219 South Dearborn Street
Chicago, IL 60604
(312) 431-1333

Cincinnati

Room 9000
550 Main Street
Cincinnati, OH 45273-8501
(513) 522-4310

Cleveland

Suite 3005
1240 East Ninth Street
Cleveland, OH 44199-9912
(216) 522-1400

Columbia

Suite 1357
1835 Assembly Street
Columbia, SC 29201
(803) 254-3011

Dallas

Suite 300
1801 North Lamar
Dallas, TX 75202
(214) 720-2200

Resource Appendix

Denver

Room 1823, FOB
1961 Stout Street, 18th Floor
Denver, CO 80294
(303) 629-7171

Detroit

26th Floor, P.V. McNamara FOB
477 Michigan Avenue
Detroit, MI 48226
(313) 965-2323

El Paso

Suite C-600
700 East San Antonio Avenue
El Paso, TX 79901-7020
(915) 533-7451

Honolulu

Room 4307, Kalaniana'ole FOB
300 Ala Moana Boulevard
Honolulu, HI 96850
(808) 521-1411

Houston

Suite 200
2500 East T.C. Jester
Houston, TX 77008-1300
(713) 693-5000

Indianapolis

Room 679, FOB
575 North Pennsylvania Street
Indianapolis, IN 46204
(317) 639-3301

Jackson

Suite 1553, FOB
100 West Capitol Street
Jackson, MS 39269
(601) 948-5000

Jacksonville

Suite 200
7820 Arlington Expressway
Jacksonville, FL 32211
(904) 721-1211

Kansas City

Room 300, U.S. Courthouse
811 Grand Avenue
Kansas City, MO 64106
(816) 221-6100

Knoxville

Suite 600, John J. Duncan FOB
710 Locust Street
Knoxville, TN 37902
(423) 544-0751

Las Vegas

John Lawrence Bailey Building
700 East Charleston Boulevard
Las Vegas, NV 89104
(702) 385-1281

Little Rock

Suite 200, Two Financial Centre
10825 Financial Centre Parkway
Little Rock, AR 72211-3552
(501) 221-9100

Los Angeles

Suite 1700, FOB
11000 Wilshire Boulevard
Los Angeles, CA 90024
(310) 477-6565

Louisville

Room 500
600 Martin Luther King Jr. Place
Louisville, KY 40202
(502) 583-3941

Resource Appendix

Memphis

Suite 3000, Eagle Crest Building
225 North Humphreys Boulevard
Memphis, TN 38120-2107
(901) 747-4300

Miami

16320 NW Second Avenue
North Miami Beach, FL 33169
(305) 944-9101

Milwaukee

Suite 600
330 East Kilbourn Avenue
Milwaukee, WI 53202-6627
(414) 276-4684

Minneapolis

Suite 1100
111 Washington Avenue South
Minneapolis, MN 55401
(612) 376-3200

Mobile

One St. Louis Centre
1 St. Louis Street, Third Floor
Mobile, AL 36602
(334) 438-3674

Newark

One Gateway Center, 22nd Floor
Newark, NJ 07102-9889
(973) 622-5613

New Haven

Room 535, FOB
150 Court Street
New Haven, CT 06510
(203) 777-6311

New Orleans

Suite 2200
1250 Poydras Street
New Orleans, LA 70113-1829
(504) 522-4671

New York

26 Federal Plaza, 23rd Floor
New York, NY 10278
(212) 384-1000

Norfolk

150 Corporate Boulevard
Norfolk, VA 23502
(757) 455-0100

Oklahoma City

Suite 1600
50 Penn Place
Oklahoma City, OK 73118
(405) 290-7770

Omaha

10755 Burt Street
Omaha, NE 68114
(402) 493-8688

Philadelphia

Eighth Floor, William J. Green Jr., FOB
600 Arch Street
Philadelphia, PA 19106
(215) 418-4000

Phoenix

Suite 400
201 East Indianola Avenue
Phoenix, AZ 85012
(602) 279-5511

Pittsburgh

Suite 300, USPO
700 Grant Street
Pittsburgh, PA 15219
(412) 471-2000

Resource Appendix

Portland

Suite 400, Crown Plaza Building
1500 SW. First Avenue
Portland, OR 97201
(503) 224-4181

Richmond

111 Greencourt Road
Richmond, VA 23228
(804) 261-1044

Sacramento

4500 Orange Grove Avenue
Sacramento, CA 95841-4205
(916) 481-9110

St. Louis

Room 2704
L. Douglas Abram Federal Building
1520 Market Street
St. Louis, MO 63103
(314) 241-5357

Salt Lake City

Suite 1200, 257 Towers Building
257 East, 200 South
Salt Lake City, UT 84111
(801) 579-1400

San Antonio

Suite 200
U.S. Post Office and Courthouse
Building
615 East Houston Street
San Antonio, TX 78205
(210) 225-6741

San Diego

Federal Office Building
9797 Aero Drive
San Diego, CA 92123-1800
(619) 565-1255

San Francisco

450 Golden Gate Avenue, 13th Floor
San Francisco, CA 94102-9523
(415) 553-7400

San Juan

Room 526, U.S. Federal Building
150 Carlos Chardon Avenue
San Juan, PR 00918-1716
(787) 754-6000

Seattle

Room 710
915 Second Avenue
Seattle, WA 98174-1096
(206) 622-0460

Springfield

Suite 400
400 West Monroe Street
Springfield, IL 62704
(217) 522-9675

Tampa

Suite 610, FOB
500 Zack Street
Tampa, FL 33602
(813) 273-4566

Washington Field Office (WFO)

601 Fourth Street NW.
Washington, DC 20001
(202) 278-2000

State Attorneys General Offices

Alabama

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11 South Union Street
Montgomery, AL 36130
(334) 242-7300

Alaska

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State Capitol
Diamond Courthouse
P.O. Box 110300
Juneau, AK 99811-0300
(908) 465-3600

American Samoa

Office of the Attorney General
American Samoa Government
P.O. Box 7
Pago Pago, AS 96799
(684) 633-4163

Arizona

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1275 West Washington Street
Phoenix, AZ 85007
(602) 542-4266

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200 Tower Building
323 Center Street
Little Rock, AR 72201-2610
(501) 682-2007

California

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1300 I Street, Suite 1740
Sacramento, CA 94244-2550
(916) 324-5437

Colorado

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Department of Law
1525 Sherman Street
Denver, CO 80203
(303) 866-3052

Connecticut

Office of the Attorney General
55 Elm Street
Hartford, CT 06141-0120
(860) 808-5318

Delaware

Office of the Attorney General
Carvel State Office Building
820 North French Street
Eighth Floor
Wilmington, DE 19801
(302) 577-8400

District of Columbia

Office of the Corporation Counsel
441 Fourth Street NW.
Washington, DC 20001
(202) 727-6248

Florida

Office of the Attorney General
Department of Legal Affairs
The Capitol, PL 01
Tallahassee, FL 32399-1050
(904) 487-1963

Georgia

Office of the Attorney General
Department of Law
40 Capital Square SW.
Atlanta, GA 30334-1300
(404) 656-4585

Resource Appendix

Guam

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Judicial Center Building
120 West O'Brien Drive
Agana, GU 96910
(671) 475-3324

Hawaii

Office of the Attorney General
425 Queen Street
Honolulu, HI 96813
(808) 586-1282

Idaho

Office of the Attorney General
State House
Boise, ID 83720-1000
(208) 334-2400

Illinois

Office of the Attorney General
State of Illinois Center
12th Floor
100 West Randolph Street
Chicago, IL 60601
(312) 814-2503

Indiana

Office of the Attorney General
Indiana Government Center South
402 West Washington Street, Fifth Floor
Indianapolis, IN 46204
(317) 233-4386

Iowa

Office of the Attorney General
Hoover State Office Building
Second Floor
Des Moines, IA 50319
(515) 281-3053

Kansas

Office of the Attorney General
Judicial Center
301 West 10th Street
Second Floor
Topeka, KS 66612-1597
(913) 296-2215

Kentucky

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State Capitol, Room 116
Frankfort, KY 40601
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Office of the Attorney General
Department of Justice
P.O. Box 94095
Baton Rouge, LA 70804-4095
(504) 342-7013

Maine

Department of the Attorney General
State House Station Six
Augusta, ME 04333-0006
(207) 626-8800

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102 State Capitol
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Department of Justice
Carroll Gartin Justice Building
P.O. Box 220
Jackson, MS 39205-0220
(601) 359-3692

Missouri

Office of the Attorney General
Supreme Court Building
207 West High Street
Jefferson City, MO 65101
(573) 751-3321

Montana

Office of the Attorney General
Justice Building, Third Floor
215 North Sanders
Helena, MT 59620-1401
(406) 444-2026

Northern Mariana Islands

Office of the Attorney General
Commonwealth of the Northern Mariana Islands
Administration Building
Saipan, MP 96950
(670) 664-2341

Nebraska

Office of the Attorney General
State Capitol
P.O. Box 98920
Lincoln, NE 68509-8920
(402) 471-2682

Nevada

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Old Supreme Court Building
100 South Carson
Carson City, NV 89701
(702) 687-4170

New Hampshire

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State House Annex, Suite 208
25 Capitol Street
Concord, NH 03301-6397
(603) 271-3658

New Jersey

Office of the Attorney General
Richard J. Hughes Justice Complex
25 Market Street, CN080
Trenton, NJ 08625
(609) 292-4925

New Mexico

Office of the Attorney General
Bataan Memorial Building
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Santa Fe, NM 87504-1508
(505) 827-6000

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Bismarck, ND 58505-0040
(701) 328-2210

Ohio

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State Office Tower
30 East Broad Street
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(614) 466-3376

Oklahoma

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State Capitol
2300 North Lincoln Boulevard
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Oklahoma City, OK 73105
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Oregon

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Salem, OR 97310
(503) 378-6002

Pennsylvania

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Harrisburg, PA 17120
(717) 787-3391

Puerto Rico

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San Juan, PR 00902-0192
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Rhode Island

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150 South Main Street
Providence, RI 02903
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Rembert C. Dennis Office Building
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Columbia, SC 29211-1549
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500 East Capitol
Pierre, SD 57501-5070
(605) 773-3215

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Office of the Attorney General
500 Charlotte Avenue
Nashville, TN 37243-0485
(615) 741-6474

Texas

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Capitol Station
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Austin, TX 78711-2548
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State Capitol
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Salt Lake City, UT 84114-0810
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Vermont

Office of the Attorney General
109 State Street
Montpelier VT 05609-1001
(802) 828-3171

Virgin Islands

Department of Justice
G.E.R.S. Complex, Second Floor
No. 48B-50C Kronprindsens Gade
St. Thomas, VI 00802
(809) 774-5666

Virginia

Office of the Attorney General
900 East Main Street
Richmond, VA 23219
(804) 786-2071

Washington

Office of the Attorney General
P.O. Box 40100
1125 Washington Street SE.
Olympia, WA 98504-0100
(360) 753-6200

West Virginia

Office of the Attorney General
State Capitol
1900 Kanawha Boulevard East
Charleston, WV 25305
(304) 558-2021

Wisconsin

Office of the Attorney General
State Capitol
P.O. Box 7857, Suite 114 East
Madison, WI 53707-7857
(608) 266-1221

Wyoming

Office of the Attorney General
State Capitol Building
Cheyenne, WY 82002
(307) 777-7841

Victim Assistance

Federal

Office for Victims of Crime (OVC)

U.S. Department of Justice

810 Seventh Street NW.

Washington, DC 20531

Phone: 202-307-5947

Community Assistance Organizations

Community Relations Service (CRS)

U.S. Department of Justice

Headquarters, Bicentennial Building

600 E Street NW., Suite 2000

Washington, DC 20530

Phone: 202-305-2935

Fax: 202-305-3009

The Community Relations Service (CRS), an arm of the U.S. Department of Justice, is a specialized Federal conciliation service available to State and local officials to help resolve and prevent racial and ethnic conflict, violence, and civil disorders. When governors, mayors, police chiefs, and school superintendents need help to defuse racial crises, they turn to CRS. CRS helps local officials and residents tailor locally defined resolutions when conflict and violence threaten community stability and well-being. CRS conciliators assist in identifying the sources of violence and conflict and utilizing specialized crisis management and violence reduction techniques which work best for each community. CRS has no law enforcement authority and does not impose solutions, investigate or prosecute cases, or assign blame or fault. CRS conciliators are required by law to conduct their activities in confidence, without publicity, and are prohibited from disclosing confidential information.

In 1997, CRS was involved in 135 hate crime cases that caused or intensified community racial and ethnic tensions. As authorized by the Civil Rights Act of 1964, CRS became involved only in those cases in which the criminal offender was motivated by the victim's race, color, or national origin. Of all hate crime incidents reported to the U.S. Department of Justice's FBI in 1996, 72 percent were motivated by the victim's race, color, or national origin.

