



The FY 1998 Annual Report of the COMMUNITY RELATIONS SERVICE

"Building Peaceful Communities"

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"About 1 year ago, Chattanooga was unfortunate in having two police-related shootings in a very short period of time. [CRS Conciliators] ... assisted the Chattanooga Police Department in answering the concerns of the citizens and calming the city regarding those shootings.

Their expertise and efficiency brought this matter to a close, with everyone feeling that their questions had been answered concerning the details of the shootings. They were dedicated and thorough in their work and left no room for speculation or conjecture."

J. L. Dotson, Chief of Police

Chattanooga, Tennessee Letter to the Attorney General,
March 8, 1999





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

With this statement, I transmit a report on the activities of the Community Relations Service (CRS) of the U.S. Department of Justice (DOJ) for fiscal year (FY) 1998. This report is required by Section 100 of the Civil Rights Act of 1964 (P.L. 88-352), and by Reorganization Plan No. 1 of 1966, as revised by 28 C.F.R. 0.30(b).

This report describes CRS' violence prevention and conflict resolution activities, so that Members of the Congress may assess the agency's performance in executing its statutory mandate.

Respectfully submitted,

Rose Ochi Director





Director's Foreword

FY 1998 was another challenging year for the Community Relations Service (CRS). In addition to responding to requests for assistance from communities threatened by racial and ethnic conflicts, we worked to advance the President's One America goal of promoting racial understanding and reconciliation, and assisted the Attorney General's initiatives to combat hate crimes.

Although the historical "black-white" conflicts persist in situations such as church arson, the paradigm of race relations is expanding to include multi-racial and multi-ethnic dimensions. As a result, we are con-

fronted by an overwhelming number of requests for help from vulnerable communities to respond to racial strife, social unrest, and disorder.

When parties in conflict have no goodwill left and resort to civil protest, litigation often seems to be the only means to settling a dispute. For example, in Arkansas, the Little Rock School System was involved in

40 years of desegregation litigation, and emotions and community tensions were becoming more acrimonious with the passage of time. However, this past year, CRS was designated the court-appointed mediator, and we were able to assist in a cost efficient, expeditious community-oriented resolution of the outstanding issues in the educational plan. The value of conciliation is appreciated by all those who understand the benefits of alternative dispute resolution processes.

In addition, as impartial conciliators, CRS can judge its success by the lack of race-related conflicts. Some of our best work in "high profile" cases are known for their peaceful resolution. For example, in Jasper,

Texas, following the dragging death of James Byrd, Jr., there was racial polarization and potentially volatile demonstrations by the Ku Klux Klan and Black Panther, counter demonstrators. All parties appreciated CRS' intervention because there was a noticeable absence of acts of retribution - the dramatic ripple effects that usually follow such violent and hateful acts.

Our accomplishments of the past year would not have been possible without continuing to institute tighter management and financial controls. Our 1998 budget was significantly reduced to \$5.3 million, resulting in a 50 percent reduction in staff. Recognizing the vital role CRS plays in keeping the peace in communities across the nation, the Attorney General used her authority to reprogram an additional \$2 million to fund CRS' conciliation services. Unfortunately, even with this augmentation, CRS' resources were inadequate to meet all the requests for services by Federal and state officials, and local leaders and officials: police chiefs, mayors and school superintendents.





Trust in CRS improves race relations and builds community trust in the administration of justice. However, in an attempt to stretch our limited resources to continue to serve hundreds of communities each and every year, we have strategically shifted our resources to build local capacities. Respect for CRS has opened doors to educate community leaders to help communities to gain the skills and forge the multi-racial alliances necessary to resolve their own problems in the future.

There is no way to express in words, the daily challenges encountered by our conciliators in their work. They often are asked to place themselves, in the middle of volatile situations, and bring together a diverse group of community constituents, with emotions running high. At times, they are even asked to intervene in situations that may involve a risk of personal danger. I continue to be very proud of our conciliators, who daily struggle to carry out the mission of CRS as peacemakers in communities across our great nation.

Sincerely,

Rose Ochi Director





Executive Summary

FY 1998 Highlights

Assistance to Law Enforcement with Community Racial Incidents. CRS assisted law enforcement and local elected officials in addressing community racial tension following alleged excessive use of force (EUF) and racial hate incidents, and in providing contingency planning assistance for large minority student gatherings. As part of the Attorney General's Initiative on Hate Crimes, Hate Crime Working Groups were formed in U.S. Attorney's offices across the country. CRS helped to ensure minority community participation in this effort. CRS and the Federal Bureau of Investigation (FBI) Hate Crime Unit worked closely with the Attorney General's Working Group on Hate Crime to develop four new model training curricula for patrol officers, detectives, management-level officers, and departmentwide personnel.

Assistance to Schools. CRS offered several programs to individual schools and school districts to help them manage multicultural conflicts:

- Conflict resolution services, such as assistance in developing student conflict resolution or peer mediation teams (Inglewood, Long Beach, Los Angeles, and Paramount, California; Cortez, Colorado; Newark, New Jersey).
- Student Problem Identification/Resolution Program (SPIR) (Berkeley, California) or Student Problem Identification and Resolving It Together (SPIRIT)--when police are included (Glendale, California).
- Conflict management and cultural/diversity awareness training for school staff (Martha's Vineyard, Massachusetts; Jasper, Texas).
- School dialogues (Los Angeles, California).

Assistance to Tribal Government and Native American Nations. CRS assisted tribal councils with disputes between the tribes and local officials over tribal sovereignty, on- and off-reservation law enforcement jurisdiction and cooperation, Native American remains, and environmental issues.

Assistance to Communities with Large Demographic Shifts. CRS provided conciliation assistance to many communities across the country experiencing racial tensions over response to changing demographics, new immigrants, illegal immigrants, and ethnic migration. As part of this work, CRS facilitated communication between minority communities and the Immigration and Naturalization Service (INS) and U.S. Attorneys. This interaction addressed community tension over

Makah tribal members bring whaling canoe ashore with many visitors on the beach for Makah Festival. CRS provided coordination and communication between Washington National Guard, State and local police and tribal police to prevent violence or incidents between whaling protestors and tribal members.

Photo: R Diane Schneider, CRS





INS enforcement activities perceived as discriminatory, unfair, or as a blurring of the lines between local and Federal law enforcement.

Assistance to Communities in Fostering Peaceful Community Relations. CRS played an integral role in supporting the President's Initiative on Race (PIR), working both within DOJ and directly with PIR staff. This collaboration resulted in development of the unprecedented One America race dialogue manual. Immediately popular, the manual catalyzed many community racial dialogues, helping to broaden racial understanding and improve race relations nationwide.

Assistance to Communities Affected by Church Arson. FY 1998 was the second year of a coordinated Federal response to church burnings, administered through the National Church Arson Task Force (NCATF) created by President Clinton. CRS' principal mission was to address community tensions arising from suspicions that the fires stemmed from racial bias. CRS sought to create a community climate that would improve law enforcement investigation of church fires through greater community cooperation.

Case Studies of CRS Community Dispute Resolution. Three major cases serve as examples of CRS community conciliation and mediation activities conducted in FY 1998 (see "Case Studies of CRS Community Dispute Resolution" for expanded descriptions of these cases).

- **Little Rock, Arkansas**--A Federal judge referred a school desegregation case to CRS stemming from a 1957 law suit (filed by plaintiffs known as the Joshua Intervener) that was mired in legal issues and seemed unresolvable. CRS brought focus to the parties' issues and concerns, effecting a settlement agreement that resolved the main issues in the case.
- **Jasper, Texas**--CRS assisted a small, rural Texas town with contingency planning for demonstrations and marches by national organizations and with developing peaceful biracial community activities after the brutal murder of James Byrd, Jr.
- **Rocky Mount, North Carolina**--CRS assisted local officials and community leaders in developing a community racial dialogue that has served as a mechanism for airing and resolving long-standing racial issues. The process has been repeated several times since CRS trained the first facilitators. *





CRS' Mission, Funding, and Management

Mission and Funding

CRS is an arm of DOJ and functions as a specialized Federal conciliation service available to State and local officials to help resolve and prevent racial and ethnic conflict, violence, and civil disorder. Governors, mayors, police chiefs, and school superintendents turn to CRS when they need help in defusing racial or ethnic crises. Created by the Civil Rights Act of 1964, CRS is the only Federal Agency dedicated to preventing and resolving racial and ethnic tensions, incidents, and civil disorders. CRS helps local officials and residents tailor locally defined resolutions when conflict and violence threaten community stability and well-being. CRS also helps establish permanent community mechanisms, such as human relations commissions and police advisory committees, to improve communication and racial understanding.

For FY 1998, CRS operated its conflict prevention and resolution program with a budget of \$7.7 million. Congress appropriated \$5.3 million, the Attorney General transferred under special congressional authorization an additional \$2 million, and another \$248,275 was expended from a special appropriation for the agency's church arson response activities. The supplemental funds permitted CRS to improve its information and communications technology, respond to community racial tensions over the surge of attacks against Black churches, and continue to meet the most urgent requests for conflict resolution services from State and local officials.

Management

Over the last two years, CRS demonstrated how much a Federal agency can do despite a modest budget and limited staff. Institution of tighter management and financial controls helped it stretch limited resources, as did securing cooperation and support from other DOJ components. Focusing services on the most challenging racial conflicts and violence became a difficult but necessary response to meeting requests for CRS assistance.

Looking ahead to the opportunity to rebuild and modernize CRS, the Director requested that DOJ's Justice Management Division (JMD) conduct a "Strategic Management Review" of CRS. The study, released April 24, 1998, involved interviews with more than 100 Federal, State, and local officials and civic leaders in communities across the Nation. It concluded that conciliation-the process CRS uses to resolve disputes a "more efficient and desirable approach to community conflict than law enforcement force" and that CRS was "needed now more than ever."





The study went on to recommend that CRS be allowed to grow substantially, even proposing a plan to rebuild CRS to its former size before the 1996 reduction. Since 1998, CRS has concentrated on establishing new administrative and managerial systems to help ensure its organizational integrity and accountability. Other JMD recommendations included the following:

- Develop plans for an effective transition of all administrative responsibilities from the Executive Office for U.S. Attorneys (EOUSA) to CRS, including budget, personnel, and finance functions (CRS currently receives all administrative support through a Memorandum of Understanding [MOU] with EOUSA).
- Create state-of-the-art information systems at all CRS locations to facilitate fast and efficient communication of information.
- Review and upgrade CRS personnel systems, including conducting an organizational analysis of functional needs, creating new position descriptions, and instituting improved personnel policies.
- Devise staff development and training programs for new employees as well as seasoned staff.
- Implement an outreach program to national organizations and groups.

These initiatives will prepare CRS for anticipated managerial and administrative challenges and will make more efficient use of its increased resources.

"There is nearly universal agreement that conciliation is a more efficient and desirable approach to community conflict than law enforcement force. There is also nearly universal agreement that CRS is needed now more than ever and that it needs to grow. The study found a strong symbiotic relationship between CRS, law enforcement at all levels, and the DOJ"

Justice Management Division Study
April 24, 1998

Assistance to Law Enforcement with Community Racial Incidents

Use of Force Incidents

Law enforcement departments across the country have been under fire for a variety of allegations, including excessive use of force (EUF) against minorities, racial profiling, underserving minority communities, and not offering employment opportunities to qualified candidates from the minority community—all of which have resulted in increased tension between law enforcement and communities. CRS "alerted" a number of incidents across the Nation where EUF was alleged against police:





Anchorage, Alaska;
 Mesa, Arizona;
 Little Rock, Arkansas;
 Cucamonga, Fresno, Garden Grove, Los Angeles, San Diego,
 Santa Maria, Selma, and Ukiah, California;
 St. Petersburg, Florida;
 Douglas, Pearson, and Wrightsville, Georgia;
 Chicago, Erie, Mansfield, and Riverdale, Illinois;
 South Bend, Indiana; Burlington and Des Moines, Iowa;
 Lake Charles and Shreveport, Louisiana;
 Frederick, Maryland;
 Falmouth, Lowell, Springfield, Westport and Worcester, Massachusetts;
 Holland, Michigan;
 Omaha, Nebraska;
 Las Vegas, Nevada;
 Hampton, New Hampshire;
 Fort Lee, Mercer County, New Brunswick, and Trenton, New Jersey;
 Albany, Hempstead, New York City, Ossining, Queens, and
 Staten Island, New York;
 Portland, Oregon;
 Fountam' Hills and Pittsburgh, Pennsylvania;
 Chattanooga and Knoxville, Tennessee; and
 Houston and Livingston, Texas.

*In each, instance of a conflict or potential conflict CRS follows a standard operating procedure. First, it files an "alert", which is a brief description of the nature and scope of the situation. The alert may be followed by an on-site assessment of the community. A "go" or "no-go" decision is made, according to a series of criteria and an analysis of the **assessment**. If CRS decides open the case, it arranges services most appropriate to the situation, using conflict resolution techniques such as mediation or conciliation, or preventive strategies, such as training or technical assistance.*

CRS calmed community conflict through hosting police-community forums, conducting or designing training for law enforcement, and recommending best practices to police departments for improving relationships with the community. CRS also facilitated communication between the community and police about EUF-related concerns dealing with discrimination against minorities, use of force policies, complaint procedures, and recruitment of minorities as police officers.

A number of jails were also singled out in CRS alerts as experiencing alleged EUF incidents that worsened minority-community tensions with law enforcement, particularly when deaths occurred in the jails or while suspects were in police custody. Jails experiencing ELTF incidents included those in **Los Angeles, California; Bibb County, Georgia; Des Moines, Iowa; Wichita, Kansas; Portland, Maine; Cheshire, Massachusetts; Butler, Missouri; Dayton, Ohio; and Greenville, South Carolina.**

CRS' Committee on EUF developed new guidance for the agency on responding to community racial conflict associated with police use of force. CRS' unique posture allows it to have close working ties both with law enforcement and minority communities. This dual alliance enables CRS to help both sides work through difficult and volatile issues related to EUF incidents, citizen complaints, and a host of other policing concerns that may surface in the aftermath. The new guidance helps CRS staff remain impartial and assist all parties concerned.





In **New England**, CRS convened a symposium for New England chiefs of police in major cities to develop effective strategies for creating a positive police culture with regard to race relations. CRS cosponsored a statewide violence prevention conference in **Massachusetts**, in which cities shared successful strategies, with special attention on collaboration among human rights commissions and police and school officials. CRS provided diversity training for the National Organization of Black Law Enforcement Executives and to the New Orleans Police Department in **New Orleans, Louisiana**, in July 1998. In September 1998, CRS cosponsored a regional police chiefs' conference that provided another opportunity for regional law enforcement executives to exchange professional policing information on racial and other issues. Also in September 1998, CRS and the Portland, Oregon, Police Bureau cosponsored a national community policing conference in **Portland, Oregon**, for police managers, policymakers, and community leaders. The workshops focused on managing organizational change, developing staff performance, building a sense of community within agencies, and evaluating community policing.

Hate Crimes

CRS assisted law enforcement and local elected officials in addressing community racial tension following cross burnings and other racial hate incidents. CRS also provided contingency planning assistance for Ku Klux Klan (KKK) and White Supremacist rallies in public parks and at public buildings in locations that included **Coeur d'Alene, Idaho; Elkhart, Indiana; and Jasper, Texas**. KKK and White Supremacist rallies often increase community racial tension by drawing large numbers of counter-demonstrators. CRS assistance to local law enforcement and other officials helped to open communication between rally organizers and law enforcement to ensure coordination of planning and safety for all involved. CRS assisted community leaders, clergy, and local officials in formulating alternative community racial unity events, and avoided conflict and violence between rally participants, counter-demonstrators, and law enforcement providing security for the event.

In **Denver, Colorado**, during a two-week period in 1998, Skinheads and White Supremacists were identified as the perpetrators of hate crimes in which a police officer and a West African immigrant were killed at a bus stop, and a Black woman was attacked at a convenience store. To ease heightened tensions in the community, CRS worked with community leaders, police officials to address concerns.





Department of Justice Hate Crime Working Groups

A key component of the Attorney General's Initiative on Hate Crimes was the formation of community-based Hate Crime Working Groups in U.S. Attorney's offices across the country. CRS helped to ensure that all major segments of the minority community were included in the local working groups with Federal, State, and local law enforcement representatives. A MOU between DOJ and the National District Attorneys Association created a protocol for coordinating Federal, State, and local efforts in the investigation and prosecution of hate crimes. This closer cooperation will result in more effective prosecution and deterrence of hate crimes and provide more security to the minority community. CRS'role in effecting improved communication between minority communities and law enforcement has historically made a significant difference.

As part of the Attorney General's Hate Crime Working Group, CRS joined with the Executive Office of U.S. Attorneys in planning a training conference for Assistant U.S. Attorneys on February 18, 1998. CRS moderated the community resources panel, and CRS conciliators served as facilitators and advisors for conference breakout groups.

CRS and the FBI Hate Crime Unit worked closely with a subgroup of the Attorney General's Hate Crime Working Group to develop four new model training curricula for patrol officers, detectives, management-level officers, and department-wide personnel. Experts participated from CRS, FBI, The Office for Victims of Crime, the Federal Law Enforcement Training Center, seven State Attorneys General Offices, and the National Association of Directors of Law Enforcement Standards and Training. The new 8-hour courses were designed to meet academy training requirements. Patrol officers, detectives, and management-level officers from several urban and suburban police departments, who were experienced in hate crime casework, critiqued the draft curricula.

The curricula was disseminated in three regional "Train the Trainers" seminars in **Phoenix, Arizona, Chicago, Illinois, and Orlando, Florida**. For each of these conferences, CRS played a major role in planning and conducting various workshops, especially on community partnerships. In January 1998, CRS and the Federal Law Enforcement Training Center conducted hate/bias crime training for law enforcement trainers in Arizona at the State Capitol. This "Train the Trainers" program, for which CRS taught the community component, covered identifying and dealing with victims of hate/bias crimes, and investigating, reporting, and prosecuting these crimes.





Also in January 1998, Hispanic community and the **Corpus Christi, Texas**, Human Relations Commission requested that CRS help law enforcement and community leaders develop a race relations/hate crimes dialogue and actions program. In addition to conducting requested trainings in **Phoenix** and **Corpus Christi**, CRS took the lead in introducing the new hate crimes training curriculum and conducting training seminars in **Birmingham, Alabama; Macon, Georgia; Houston, Texas; Los Angeles, California;** and for the FBI in **Quantico, Virginia**. In August 1998, CRS cosponsored hate crimes training for New England police chiefs at the Police Training Academy in **Lowell, Massachusetts**, with the International Association of Chiefs of Police (IACP), in response to increased hate crime victimization of new immigrants. The Northeast Regional Office also conducted hate crime training in **Long Island, New York**, for the Suffolk County Police Department.

Contingency Planning for Demonstrations and Counter-Demonstrations

Each year CRS conciliators respond to a number of major demonstrations and events that may be a source of community racial tension and conflict. Some large annual State and regional gatherings involving Black college students, Black motorcycle riders' associations, Martin Luther King, Jr., holiday, Columbus Day, and Hitler's birthday require special field teams who engage in contingency planning with organizers, law enforcement, and local officials to prevent violence. CRS trains volunteer event marshals and provides on-site monitoring and conciliation of racial tensions. CRS contingency planning efforts decreased racial tensions and dissipated the environment in which racial tensions increase.

New CRS brochures Planning for Safe Marches and Demonstrations and So ... You're a Demonstration Marshal synthesize CRS' more than 30 years of experience into practical suggestions to help local officials and demonstration organizers prepare for and conduct peaceful marches and demonstrations on volatile national racial issues.

In FY 1998, some of the major events in which CRS provided these services included the following:

- Columbus Day parade, sponsored by the Italian-American Foundation and counter-demonstrations by American Indian Movement (AIM) members in **Denver, Colorado**, October 1997.
- Million Woman March in **Philadelphia, Pennsylvania**, on October 1997.
- Million Youth March in **Harlem, New York City, New York**, in September 1998.
- Million Youth March in **Atlanta, Georgia**, in September 1998.





- Rainbow Coalition's "Save the Dream" March in **Davis, California**, on October 1997.
- First Anniversary of the fatal police shooting in **St. Petersburg, Florida**, on October 1997.
- Rainbow Coalition's "Save the Dream" March in **Sacramento, California**, on October 1997.
- Martin Luther King, Jr., holiday celebrations in **Denver, Colorado**, in January 1998.
- "Freaknik" Black College Reunion in **Atlanta, Georgia**, in April 1998.
- Black Greek Society Beach Weekend in **Belmar, New Jersey**, in July 1998.

The Reverend Jesse L. Jackson (center behind banner) leads the Save the Dream march from DQ Native American University to Davis, California, City Park on October 25, 1997, in preparation for the march from West Sacramento to the Sacramento State Captiol on October 27, 1997. CRS trained volunteer parade marshals and accompanied the march providing constant communication between participants and law enforcement. CRS Senior Conciliation Specialist Booker T Neal (far right with DOJ hat) served as the team leader.

Photo: Vermont McKinney, CRS

Assistance to Schools and Universities

CRS offered several programs and services to schools and school districts for managing multicultural conflicts. These included conflict resolution services, assistance in developing student conflict resolution or peer mediation teams (**Inglewood, Long Beach, Los Angeles, and Paramount, California; Cortez, Colorado; Newark, New Jersey**), SPIR (**Berkeley, California**) or SPIRIT-when police are included programs (**Glendale, California**); school community-based programs, conflict management, and cultural diversity awareness training for school staff (**Martha's Vineyard, Massachusetts; Jasper, Texas**); school dialogues (**Los Angeles, California**); and management of school disruption and violence. In all cases, CRS attempted to involve stakeholders in the prevention or conflict resolution process. CRS also mediated a 40-year-old major court-referred mediation case involving **Little Rock, Arkansas**, schools. This case is described in detail under "Case Studies of CRS Community Dispute Resolution" later in this report.

CRS assistance was requested to address racial problems originating from within schools, from outside schools, and from real and perceived biases in the institutions themselves.

Examples of racial problems originating within schools that prompted CRS alerts in FY 1998 included: racial fights (**Atlanta, Georgia**;





Topeka, Kansas; Boston, Massachusetts; Raymore, Missouri); black face role play (**Pasco, Washington**); racist student remarks (**Glocester, Rhode Island**); school newspaper cartoon (**Edmonds, Washington**); racial graffiti or material in school yearbooks (**Graham, Washington**); hate incidents at school (**Bucks County, Pennsylvania**); student display of the confederate flag (**Derby, Kansas**); students harassing one another (**Northwood, New Hampshire; Stoneham, Massachusetts**); school disturbances or riots (**Long Beach, California; Albuquerque, New Mexico**); and student protests and demonstrations. CRS revised its publication, *School Disruptions: Tips for Educators and Police*, to assist schools in developing effective contingency plans for racial incidents.

Examples of racial problems originating from outside schools that prompted CRS alerts in FY 1998 included: high school mascot name change (**Lynnwood and Olympia, Washington**); protest against relocation of Islamic school (**Loudoun County, Virginia**); racial and gang graffiti on school buildings (**Virginia Beach, Virginia**); gang activity (**Los Angeles, California; Kansas City, Missouri**); opposition to school assignments, integration, and desegregation (**Little Rock, Arkansas; Windsor, Connecticut; Gwinnett County, Georgia**); parent and community protest of school personnel changes (**Lamar, Colorado; Bronx, New York; Powhatan County, Virginia**); and opposition to naming or renaming of school for Martin Luther King, Jr., or other minority leader (**Gadsden, Alabama; Riverside, California**).

For racial problems stemming from real and perceived biases in the schools themselves, examples of CRS alerts included in FY 1998: Headstart Program policy (**Dallas and Victoria, Texas**); school policy (**Rialto, California; Frederick, Maryland**); strip search of minority students or employees (**Placer, California; Matteson, Illinois**); redistricting and school board representation issues (**DeKalb County and Blairsville, Georgia; Boston, Massachusetts; East New York, New York; Pitt County, North Carolina; Arlington, Texas**); disparity in expulsion and suspension of minority students (**Bainbridge and Lilburn, Georgia**); administration versus teacher dispute (**Los Angeles, California**); school security mistreatment of students (**Pomona, California**); racial allegations against school security chief (**Pittsburgh, Pennsylvania**); racial slurs by teacher or school official (**Contra Costa County, California; Boise, Idaho**); funding for bilingual education (**Hayward, California; Kansas City, Missouri**); and dress code policy (**Arvada, Colorado**).

Racial problems on college and university campuses were similar in many ways to those at secondary schools, but were characterized by more student activity, less parent involvement, and greater influences and incidents off campus.

Examples of racial situations prompting CRS alerts in FY 1998 included: harassment of minority students (**Burlington, Vermont**); large minority student spring break and off-campus special events (**Atlanta,**





Georgia; Daytona Beach and Quincy, Florida; Belmar, New Jersey; Philadelphia, Pennsylvania; Myrtle Beach, South Carolina; Galveston, Texas); racially insensitive articles in student newspapers (**Santa Barbara, California**); racist remarks by faculty or administrator (**Gainesville, Florida; Yakima County, Washington**); bias in college hiring of staff (**Natchitoches, Louisiana**); student protests (**Chicago, Illinois; New York, New York**); racist graffiti on campus (**Wharton, Texas**); affirmative action issues (**Ann Arbor, Michigan; Pullman, Washington**); fraternity pledging (**Burlington, Vermont**); and KKK recruitment on campus (**St. Louis, Missouri**).

CRS responded to these incidents with conciliation and mediation services aimed at resolving disputes, reducing racial tensions, and preventing violence. In one case, assistance involved contacting the author of a controversial campus newspaper article to relate minority student concerns, resulting in a published apology and articles about Asian student perspectives. In other instances, such as special events and large minority student gatherings off campus during spring break, CRS fielded multi-regional conciliation teams and engaged in extensive contingency planning with event organizers, local officials, law enforcement, and community and civil rights leaders to reduce racial tension and prevent racial incidents.

On April 8, 1998, CRS participated as a panelist in a campus race dialogue workshop at Penn Valley Community College in **Kansas City, Missouri**, as part of the "Campus Week of Dialogue on Race," which answered the call issued by PIR for colleges and universities to hold racial dialogues. Penn Valley's events were a good example of serious efforts to create better racial understanding among students. *

Assistance to Native American Nations

CRS assistance to Native Americans in FY 1998 responded to the following problems: national sports team mascot names (Atlanta, Georgia; Washington State); Columbus Day counter-demonstrations (Pueblo, Colorado; Washington State); return of Native American remains and artifacts (San Ramon, California;

Denver, Colorado; Minneapolis, Minnesota; Seattle, Washington); gaming issues (Eldorado County, California; Lansing, Michigan); tribal government elections, usually requested by the U.S. Attorney (San Carlos, Arizona; Burney, California; Baraga, Michigan; Syracuse, New York; Skull Valley, Utah); tribal police brutality (Garderville, Nevada); mistreatment of Native Americans by non-tribal police (Horton, Kansas; Kansas City,

Makah whaling canoe alongside dock. The Makah decision to resume tribal whaling under treaty rights resulted in international animal rights and environmental protests.

Photo: P. Diane Schneider, CRS





Missouri; Livingston, Texas; Stevens County, Washington); tribal hunting rights (**Olympia, Washington**); tribal whaling (**Washington State**); infected Bison migrating from Yellowstone National Park (**Montana**); jurisdictional issues between tribal and non-tribal law enforcement (**White Earth, Michigan**); and conflicts over public powwows (**Spokane, Washington**).

Working in conjunction with the Bureau of Indian Affairs, U.S. Department of Interior, and national American Indian organizations, CRS sought to increase the capacity of reservations to resolve conflicts before they escalated into more serious violence. Direct CRS assistance and intervention was also critical in bringing communities together. In **California**, for example, CRS convened mediation sessions between law enforcement, tribal officials, and nearby residents after the Rancheria in **Shingle Springs** experienced repeated conflict with its neighbors over an access road and law enforcement jurisdictional issues. CRS mediation resulted in better understanding between the parties and thereby reduced conflict. In **Colorado**, CRS conducted training for Native American organizations and tribes on conflict resolution and mediation, increasing community capability for self-managing disputes.

CRS also mediated a dispute between the White Earth Indian Tribe and the **Mahnomen County** Sheriffs Department in **Minnesota**. The dispute emanated from disagreements over such issues as tribal sovereignty, enforcement powers, law enforcement jurisdiction, cooperation, and identification. Mediation resulted in better cooperation between law enforcement and citizens, particularly tribal members, and increased citizen confidence in policing services. In **Minneapolis, Minnesota**, a MOU between a coalition of Native Americans and the State of Minnesota mitigated a dispute about construction of a highway that would pass through Native American burial grounds. The highway had been planned for many years, but community tension erupted when construction began. Demonstrators blocked equipment, occupied buildings slated for demolition, and engaged in other activities in which they could have been injured. CRS worked with all parties to find common interests and ensure that no one was injured.





Assistance to Communities with Large Demographic Shifts

In FY 1998, the United States continued to experience increased immigration from Asian and Eastern European countries, as well as from Mexico and Central and South America. New immigrants have created significant demographic changes in the areas where they have settled. Community tensions have resulted from language barriers, misunderstandings, and conflicts over values. CRS has seen numerous conflicts stemming from the operation of Asian-owned businesses in communities chiefly comprised of another race. CRS has been called in to assist in reducing racial tensions, building relationships, and promoting understanding through clearer communications between community residents and newcomers of another race.

CRS has also observed the movement of immigrants from Mexico and Central and South America into predominantly Black or White urban areas, causing conflicts related to perceptions of economic decline among the working poor and lower middle class. CRS has been called upon by local officials and through court referrals to provide its impartial conciliation services in these communities.

In FY 1998, CRS assisted the INS and U.S. Attorneys in addressing community tensions over INS enforcement activities. For example, CRS worked closely with the U.S. Attorney's Civil Rights Task Force in **San Diego, California**, to assess racial tensions and find ways to reduce conflict between the INS and the Hispanic community. The INS is now implementing better treatment of undocumented workers on the **California** and Mexico border and is revising its deportation policies for undocumented workers in **Nebraska** as a result of CRS and community involvement. CRS also assisted the INS, local officials, and communities in revising controversial practices surrounding the apprehension and detention of illegal aliens, the conduct of INS raids, and INS deportation policies-particularly for families and minors-addressing as well the costly disruptions to the meat packing industry in the Central Midwest, which employs many Hispanic workers. CRS collaborated with INS community outreach workers to improve INS' apprehension, detention, and deportation practices and its relationship to the Hispanic community. To defuse tensions in Latino communities, CRS trained community and religious leaders to conduct dialogues on the new INS policies.

Significant demographic changes are occurring in the **New England** cities of **Portland, Maine; Lowell, Massachusetts; and Providence,**





Rhode Island. CRS conciliation assistance was effective in addressing racial violence in Portland schools, gang violence in Lowell, Massachusetts, and community-police conflict in Providence, Rhode Island. In May 1998, CRS mediated community concerns about the treatment of 89 Haitians who had stowed aboard a ship and were apprehended by U.S. Customs Service agents when the ship reached the Miami River. CRS convened a meeting with the INS and Miami Community Relations Board representatives to address rumors, ensure fair treatment of individuals, and establish community confidence in the procedures being used by the U.S. Customs Service and the INS.

Assistance to Communities in Fostering Peaceful Community Relations

CRS played an integral role in supporting the President's Initiative on Race (PIR), both within DOJ and in working directly with PIR staff. CRS was an integral partner in developing the state-of-the-art *One America* race dialogue manual. PIR and CRS invited dialogue experts from the Study Circles Resource Center, Hope in the Cities, the National Conference (formerly the National Conference of Christians and Jews), the YWCA, Day of Dialogue, and the National Multicultural Institute to help develop this manual. *One America* was published in March 1998 and has been frequently requested by communities across the country. CRS Director Rose Ochi chaired the community building subcommittee of DOJ's PIR Working Group, which developed department-wide initiatives to improve race relations. The subcommittee proposed the following:

- Expand conflict resolution models to include community racial reconciliation.
- Conduct an inventory of all DOJ components and programs connected to the community.
- Institute a mechanism in the community and within DOJ to talk about race.
- Develop training materials addressing race for use in schools, government entities, and law enforcement.





Assistance to Communities Affected by Church Arsons

Between January 1995 and September 1998, more than 670 churches were burned or desecrated across the country, primarily in the South. Many of these churches belong to predominantly African American congregations, prompting suspicions that the burnings were racially motivated. Civil rights leaders and church officials recalled the waves of terror during the 1960s, when attacks on African American churches were calculated acts of violence to disrupt the Civil Rights movement. In June 1996, President Clinton created the National Church Arson Task Force (NCATF) to coordinate the Federal investigation and prosecution of cases and to work with State and local officials in communities affected by church burnings. By forming the NCATF, President Clinton made the investigation of these fires a top priority of Federal law enforcement. CRS was called on to serve as an integral partner in the NCATF, performing three important roles:

- CRS chaired the Community Outreach Working Group, ensuring communication and coordination between the various agencies, groups, and individuals responding to the church burnings and those affected by them.
- CRS' skilled conflict resolution professionals provided analysis and assessment of underlying racial tensions and conflicts, helped develop strategies to prevent further incidents, and contributed expertise and guidance on certain "best practices" to ameliorate community fears and concerns.
- CRS conciliators served on and advised local church arson task forces established by the Attorney General. The local task forces, headed by U.S. Attorneys, coordinated the investigation and prosecution of cases in conjunction with State and local law enforcement agencies. The Attorney General urged U.S. Attorneys to include CRS conciliators to ensure good communication and cooperation between the task force and local ministers in troubled communities.

The CRS mission of resolving community-based racial conflict assumed greater importance to the NCATF as the number of church burnings mounted and fears of escalating racial intolerance and violence intensified. CRS assessments revealed that in some cases the handling of the fires created the perception that government officials were indifferent to the burnings and slow to investigate or prosecute.





The CRS Church Burning Response Team (CBRT) provided the following services to local communities:

- Mediation of community racial conflicts.
- Easing of racial tensions by facilitating dialogues between concerned officials and citizens.
- Design and presentation of training programs for law enforcement and other public agencies to improve their management of community conflicts and to strengthen their relationships with minority organizations and communities.
- Provision of information about programs and services available to rebuild the churches.
- Technical assistance for establishing sustainable approaches to rebuilding communities. CRS assisted communities in establishing church arson prevention programs, addressing youth concerns, and coordinating nation-wide efforts to rebuild churches.

Case Studies of CRS Community Dispute Resolution

Little Rock, Arkansas-Federal Court-REFERRED Mediation of School Desegregation Case

For several years CRS has assisted litigants in the ongoing school desegregation case involving the Little Rock School System. Over the years, the Pulaski County Special School District was created and joined to the case. In the 1980's, the Federal District Court consolidated the three school districts in Pulaski County ruling they had engaged in race-based activities adversely affecting residents, such as district annexation and deannexation, segregated housing, school siting, student assignments, special education, employment of faculty and administrators and Black participation in school affairs.

Between October 1997 and March 1998, CRS, at the request of the presiding Federal judge, engaged in mediation with all parties in the Pulaski County portion of the case to explore possible settlement. The judge felt that mediation should be attempted because the case, which had





been in court for 40 years, was mired in legal proceedings. CRS conducted a number of meetings, both face-to-face and by telephone, to obtain cooperation of the parties, identify issues to be mediated, and develop possible resolutions. Settlement was reached on the Pulaski County portion of the case; however, the settlement agreement mediated by CRS will not be finalized until issues in the two other special districts are also settled.

Once an agreement in the Pulaski portion of the case was reached, CRS-by request of the presiding Federal judge-convened a community forum to inform the general public of the settlement. The forum, chaired by CRS Director Rose Ochi, helped to avert potential community racial tension by publicly explaining the agreement and surfacing questions from the public. Attendees included counsel for the Joshua Intervener,

counsel and representatives of the Little Rock school system, and court personnel.

CRS continues to assist the Little Rock school system in implementing an Ombudsman program. This program will allow students who have complaints based on race to use the ombudsman process in lieu of contacting counsel and returning to court.

Although the judge in the case has signed the agreement, there is a 3-year period before it becomes final. The district has not been declared "unitary" and will remain under Court supervision for the next 3 years. Parties may petition the Court for final settlement at any time they believe unitary status has been achieved.

Jasper, Texas-Community Conciliation After Hate Crime

In the early morning hours of June 7, 1998, James Byrd, Jr., a Black man, died after being tied to a metal chain and dragged behind a pickup truck down a rural road outside of Jasper, Texas. When his body was found later that Sunday morning, along the road next to an African American cemetery, only the torso remained. Body parts, including his head, were strewn along a 3-mile stretch of road. The next day, three White men were arrested and charged with murder. The Jasper County sheriff immediately called in the FBI to lead the investigation. The three suspects had served time in State prisons and wore tattoos indicating their membership in White Supremacist groups. The small rural community was unprepared for the national attention and deep introspection of racial issues that suddenly confronted

CRS assisted the city of Jasper Texas, along with Federal, State, and local law enforcement in contingency planning for a number of national and local organizations' demonstrations and marches about issues related to the dragging murder of James Byrd, Jr, which attracted national media attention. The Ku Klux Klan and supporters pictured in this photo at the Jasper Courthouse were one of the groups that drew such attention.

Photo: Efrain Martinez, CRS





From June through August 1998, CRS was extensively involved in the follow-up and reaction to this racially motivated murder. Two days after this incident, CRS began its assessment by meeting with the mayor of Jasper and about 20 ministers and community leaders, remaining on-site almost every day for the next 3 weeks and for several days each week over the next 2 months. On that first day, CRS also met with the president of the local National Association for the Advancement of Colored People (NAACP) and with Federal, State, and local officials; local police; and representatives of other national organizations, including the Nation of Islam. During these meetings, CRS apprised city leaders on how other cities had them for ensuing events, such as the funeral, intense media coverage, demonstrations, and outside demonstrators wanting to use Jasper as a platform for their views.

Large numbers of the community, both Black and White, attended the Jasper Texas, dealt with hate crime incidents and prepared community prayer vigil the week following the death of James Byrd, Jr. CRS helped local officials develop peaceful alternatives to bring all members of the community together.

Photo Efrain Martinez, CRS

Local officials had a number of questions for CRS about what they should expect. CRS also met with the Chamber of Commerce and civic groups to explore ways to broaden involvement by the White community. The day after its arrival, CRS also met with the Jasper County sheriff and district attorney to advise them of the concerns of Black community leaders related to the charges filed against Mr. Byrd's killers. To keep racial tensions from flaring, the community needed to better understand the charges and have confidence in the investigation. One potentially contentious factor was the belief by some in the minority community that the three White men would be charged with only murder, while a Black man under similar circumstances was charged with capital murder.

CRS fostered cooperation among the business community, clergy, law enforcement and city officials, and civic and community leaders. It encouraged outreach by officials and community leaders to young people, some of whom were rumored to be buying guns.

Additionally, CRS worked with city officials to plan and coordinate visits of several dignitaries. The first major focal point was a wake for Mr. Byrd on Friday evening, June 12, 1998, and his funeral the following day. Local ministers, community leaders, and officials made a concerted effort to involve the entire community. When the Reverend Jesse Jackson visited Jasper, CRS joined him in his meeting with the Byrd family at the request of a community leader and the mayor.

CRS supported the multiracial ministerial alliance in its decision to conduct an area-wide prayer vigil on June 15, 1998. A prayer vigil in that period of high tension was preferable to a public rally or town hall meet-





ing. More than 2,000 persons attended the evening of prayer and song on the courthouse square. At every opportunity, CRS stressed the need for an inclusive multiracial response so that all could see that the Jasper community was committed to working together. CRS conferred with the FBI Special Agent in Charge, a representative from the Anti-Defamation League, key ministers, city officials, and Black Muslim representatives to stress the importance of moving forward together.

For the first week, the situation remained stable for a number of reasons: the family discouraged any protest activity; the clergy publicly insisted on prayers; and local leaders and officials, with the help of CRS, worked together to forge biracial response and cooperation. In this manner, the town came together to manage the intense public attention brought by heavy presence of national media and national political leaders and officials.

Soon after its arrival, CRS began hearing complaints of longstanding racial issues. It also learned of racial incidents at the schools. At a meeting with the superintendent of schools, CRS learned of the district's concern about the murder's effect on student relations when students returned to school in the fall. The superintendent requested that CRS provide training on conflict management, tension indicators, team building, and preparedness, as well as cultural awareness training for all school district staff. This training was provided on August 5-7, 1998.

After Mr. Byrd's funeral, CRS briefed several Federal officials and national civil rights leaders on the situation, including Reverend Jesse Jackson, U.S. Representative Jim Turner, U.S. Representative Sheila Jackson Lee, NAACP President Kweisi Mfume, and U.S. Senator Kay Bailey Hutchison. CRS also participated in community prayer services and vigils to survey concerns of local residents. CRS relayed residents' concerns, reinforcing the community's constructive response to the killing and discussing plans for the near future.

On the day of the funeral, law enforcement officials negotiated with members of the New Black Panther Party, based in Dallas, to march escorted to several locations in town and hold a press conference in front of the sheriffs office. Although the group was armed with rifles during the march, no incidents occurred. Local police and sheriffs deputies supported by large contingents of other police agencies and state troopers, provided a strong presence for this and other protest marches and rallies to come.

The following week, after numerous private meetings with local leaders, CRS convened and chaired a meeting of key leaders, who agreed to form a biracial community-wide group to be the vehicle for Jasper to deal with the present, face the future, and make itself an even better community. The mayor and other officials asked CRS to help the city in this endeavor. To assist planning efforts, CRS recommended that the group assess the current state of race relations and develop an action plan for the next year. CRS supported this self-examination of how race relations

CRS Director Rose Ochi on-site in Jasper Texas, with Jasper Minister R. C Horn.

Photo: Effrain Martinez, CRS





were affecting businesses, schools, law enforcement, government, and other major sectors of the community, with a special emphasis on youth.

In the second week after Mr. Byrd's death, word was received that there might be a KKK march on June 20 or 27, 1998. When plans for the march solidified, CRS met with the police chief to discuss contingency planning for the rally. As the week progressed, it became clear that at least two factions of the KKK, a splinter group of the Nation of Islam, the New Black Panther Party, and perhaps other protesters would all conduct rallies and counter-demonstrations in Jasper on June 27, 1998. Contingency planning kept the parties separated to prevent violence. The excellent cooperation among law enforcement agencies and their coordination with community leaders who were members of the mayor's task force, went a long way toward making these events peaceful. A gathering of Klan groups also occurred on October 10, 1998. CRS stressed the need for meetings between law enforcement officials and the mayor's task force prior to any protest event, so that everyone would be clear about expectations and responses. For each of the Klan and Black Panther events, local residents agreed to stay away from the courthouse square and to hold no counter-demonstrations. This strategy worked well. Only two arrests were made.

CRS assistance to the community continued throughout the summer. More assistance was planned for the fall, to coincide with the trials of the three White men charged in the murder. Community racial tension may again increase as details of the murder and viewpoints of the perpetrators become known.

James Byrd, Jr.'s, death brought about a radical change in the community's race relations. It also brought national attention to racial hate crimes and to the motivations of individuals who commit them. The response by leaders and other residents of Jasper can serve as a model for how communities can face these types of events. Overall, CRS played an integral role in facilitating communication on the current state of race relations and in fostering community planning to manage racial dialogue to reduce tensions. CRS used its experience working with Federal, State, and local officials and community leaders in these unfortunate situations to guide and support their efforts.

Rocky Mount, North Carolina Community Racial Dialogue After Church Fires

On July 22-23, 1996, CRS' CBRT was asked to participate in a groundbreaking 2-day local conference, "Honest Conversation-Positive Change," sponsored by the Common Ground organization in Rocky Mount, North Carolina. The meeting brought together a diverse group of





70 State and local leaders who shared their views and experiences with race. CRS moderated a panel and facilitated a workshop on preventing and responding to church arsons. (Two church fires had occurred in the area.) The community and those at the conference wanted to work together to prevent future fires. Participants in the Common Ground conference wanted to continue its dialogue on race, calling for a sustained dialogue at the local level as a vital step toward finding healing, practical solutions. Working jointly with Common Ground, CRS convened a group of Black and White clergy monthly to continue a dialogue on race and to plan additional initiatives to improve community race relations.

"Let me encourage you in this conversation about race relations. Your effort and others in a similar vein can only help all of us to focus on bridging the difference between us."

- Lauch Faircloth, U.S. Senator, North Carolina

One Methodist lay person took responsibility for contacting participants and finding meeting places-generally a different church each month. Eventually, Dr. John White, President of North Carolina Wesleyan College and a regular participant in the dialogues, offered the college's facilities as a meeting place.

Common Ground is a program initiated by the Faith and Politics Institute of Washington, D.C. Rocky Mount was the first community in the Nation to adopt and implement Common Ground as a way to improve relationships between and among people of different races. Common Ground operated under the auspices of the Rocky Mount Area Chamber of Commerce, had its own steering committee, and was led by a biracial group of leaders from the Rocky Mount-Edgecombe-Nash community representing both public and private sectors. Common Ground is designed to provide information, spirit, training, and interaction to bring about racial reconciliation through understanding and trust. Its focus is broad and addresses issues of race in virtually all social issues, including business and economic development, education, justice, religion, and public policy.

"It confirms our belief that citizens and leaders will come to ether and qfl-ce-c-tively address issues of racialjustice and reconcilia-tion if given the proper cat-alyst and the proper tools."

- Doug Tanner, Executive Director, Faith and Politics Institute

Over the course of the next year, members of the police department and the mayor of Rocky Mount were invited to join the group, which expanded to a community-wide dialogue. CRS arranged for a representative of Study Circles-an organization based in Pomfret, Connecticut, that has pioneered community racial dialogues by the same name-to attend a meeting and discuss its process. It was agreed at the meeting that CRS would train the facilitators needed to conduct the community dialogues.

In the summer and fall of 1997, the mayor introduced and the city council passed a proclamation against racism. The proclamation was read in churches and used to kick off a new round of dialogues. Under local leadership, with CRS facilitators, a series of ever-expanding dialogues continued throughout 1998 and into 1999. Community leaders have used the dialogue to surface and address racial issues, effecting an unprecedented open and candid dialogue on race. Other

communities and counties in North Carolina learned about the dialogues, attended several meetings as observers and sought to introduce Study Circles into their own communities. These dialogues produced a breakthrough in good race relations.





Regional Office Highlights

Region I-New England Region

In the New England Region, administration of justice issues remain at the apex of heightened tension and potential conflicts between the minority community and police. Excessive Use of Force (EUF) complaints were filed in FY 1998 in **Springfield, Massachusetts, and Portland, Maine**. Charges of targeting minorities for traffic stops or racial profiling have increased tensions in **Brookline, Massachusetts**, and in some communities in **Connecticut**. Despite demographic changes throughout the New England Region, hate crimes declined in overall numbers, but were reported in **Massachusetts, Connecticut, and Maine**. CRS assisted the U.S. Attorneys Hate Crime Working Groups in making contact with community organizations to address perceptions of hate crime underreporting. One key Asian organization in Boston that assisted citizens in overcoming their fears of reporting hate crimes lost its funding, adversely affecting the reporting of such crimes.

CRS provided conciliation assistance for major school unrest occurring in **Newport and Providence, Rhode Island**, where minority parents, students, and community leaders alleged discrimination by school personnel against minorities. Interracial student conflict has also been on the rise, with escalation of such conflicts in public schools in **Lowell, Lawrence, Worcester, Maynard, and Boston, Massachusetts; Newport, Providence, Central Falls, and Pawtucket, Rhode Island; Nashua and Manchester, New Hampshire; and Portland, Maine**. In higher education, student racial conflicts surfaced at the University of Vermont, University of Maine, University of New Hampshire, and Roger Williams University in Rhode Island. Minority students involved and/or victimized in these incidents were mostly athletes from urban areas attending schools located in rural, predominantly White areas.

Immigration-related issues in **Massachusetts, Maine, and Rhode Island** included attacks on immigrants, charges of discrimination by INS, and charges of discrimination against Haitian immigrants. In FY 1998, CRS responded to communities and worked with INS to reduce racial tensions and complaints.





Region II-Northeast Region

In the Northeast Region, tensions stemmed primarily from conflicts between law enforcement and minority communities. The Haitian and Dominican populations have become more vocal following the allegedly brutal treatment of a Haitian male by the **New York City** Police Department, which triggered massive demonstrations and several incidents of alleged police excessive and deadly force incidents. CRS was on-site during these demonstrations and worked before and during the events to ensure effective communication between law enforcement and event organizers on permits, planning, and implementation of plans and law enforcement orders. Tension over the EUF incident was later evidenced in tensions over the scheduling of the Million Youth March by ex-Nation of Islam leader Khalid Muhammad, which escalated into a war of words between the mayor of New York City and organizers and culminated in a court decision dictating space and time restrictions. The march ended in a struggle between police and the organizers, exacerbating an already tense situation. CRS communication with police and organizers reduced tensions and engendered police restraint throughout most of the march.

In addressing campus conflicts, CRS continued its partnership with Kean University in **Union, New Jersey**, conducting workshops on conflict resolution and diversity for teachers in the local education systems. The workshops included techniques for reducing conflict, identifying and analyzing tension-breeding situations and ways to reduce racial tensions in the classroom. Kean University and the local schools have sought this training to address racial tensions and conflict surfacing in the schools.

CRS continued to build relationships with other Federal agencies by conducting diversity seminars for the U.S. Department of Education, the Drug Enforcement Agency, and the U.S. Army. CRS participated in Weed and Seed planning meetings with the U.S. Attorney for New Jersey; its assessment of racial issues and facilitation of community involvement resulted in identification of new Weed and Seed sites in **New Jersey**.

CRS also conducted conciliation sessions between White residents renting land from the Oneida Nation in **New York** and tribal representatives. Oneida leaders had announced their intent to cease renting the land to non-Native Americans, sparking demonstrations and protests from White residents who had been renting the land. CRS intervened and helped the parties resolve conflict and reduce community racial tensions.





Region III - Mid-Atlantic Region

In the Mid-Atlantic Region, the number of reported incidents of hate activity increased, especially in **Pennsylvania**. Increased reporting is due partly to greater awareness by State and local government of hate activity and stronger commitments to reporting it. The Mid-Atlantic Region continued to develop cooperative agreements with Federal and State agencies for a coordinated response to hate activity through participation with several U.S. Attorney's hate task forces.

Historically, the Mid-Atlantic Region has responded to major demonstrations each year, which often consume considerable time and resources. CRS gives high priority to providing conciliation and contingency planning activities for major demonstrations, particularly those sponsored by hate groups, because of the potential for violence, property damage, and aggressive counter-demonstrators. CRS works with all demonstration and counter-demonstration organizers, law enforcement, and local officials to help parties develop an overall plan for peaceful, non-violent expression. CRS provides the communication link between the groups to ensure that demonstrations remain separate, that law enforcement is aware of the demonstrating groups' plans, and that appropriate health, first aid, and weather issues are provided for. CRS helps demonstrating groups develop a cadre of volunteer marshals to manage their members and to prevent agitators who may instigate violence from joining their ranks.

In the area of administration of justice, allegations of police EUF in major cities and racial profiling, particularly along major interstate routes, continue to surface. At the close of FY 1998, the Gammage trial in **Pittsburgh, Pennsylvania**, was reaching its conclusion, holding the potential for creating racial tension in the community. Media coverage of police actions perceived as EUF exacerbated tensions. CRS engaged in conciliation activities with the local community to prepare them for legal and administrative outcomes. It also worked with local law enforcement officials to help them build community confidence in law enforcement services.

The Mid-Atlantic Region helped advance implementation of the President's Environmental Justice Executive Order by providing technical assistance on community race relations to government agencies at the Federal, State, and local levels. CRS provided technical assistance to the Regional Environmental Protection Agency offices for their Brownfields Initiative. Many Superfund clean-up sites are located in minority communities and require the involvement and cooperation of citizens who will be displaced or inconvenienced over an extended clean-up process. CRS has been instrumental in initiating and conducting meetings and in mediating community agreements that have allowed the clean-up process to go forward.





In FY 1999, CRS will continue to work with city officials and community leaders in predominantly Black urban areas of the Mid-Atlantic Region, where there continues to be a lack of trust among Black and Asian store owners. *

Region IV-Southeast Region

The Southeast Region, which includes the States of the Deep South, comprises the heart of historic racial conflict in the Nation and exhibits a multitude of continued conflict from traditional Black/White problems to emerging conflicts resulting from immigration. **Florida** has multiracial, multi-ethnic, and multi-religious problems, with large populations of Cubans, Haitians, and South Americans adding to the dynamic of racial conflict. **Georgia** has a growing multiracial population as do other States in the Southeast Region.

The most explosive racial problem in the Southeast Region continues to be conflict between police and citizens. Frequently the conflict is found in small towns and rural areas policed by county sheriffs with wide-ranging authority. Much of the concern centers on jail situations in which sheriff deputies are accused of brutal treatment of inmates. These situations are more difficult to address than major conflicts in urban areas because of the delay in learning about them, compounded by limited staff and extended travel time.

During the weekend of October 25-26, 1997, CRS deployed conciliators to **St. Petersburg, Florida**, for two protest demonstrations by a community group one year after the fatal shooting of a Black motorist by St. Petersburg police. CRS was on-site throughout the weekend to help prevent conflict or violence. It worked with officials from the St. Petersburg Police Department and the city government, along with community leaders, to facilitate communication and contingency planning among the parties.

Two major national racial events have become annual activities requiring extensive staff support from within and without the Region: (1) Freaknik, an April gathering of large numbers of African-American college students in **Atlanta, Georgia**, and (2) the Million Youth March held in October, an off-shoot of the Million Man March in **Washington, D.C.** Some local youth often use the Freaknik event as a cover for disruptive and unlawful activities, generating arrests and police-youth conflicts. A new annual event, the Million Youth March has conflict potential because of the large number of youths and visitors to Atlanta. But unlike the Million Youth March in New York, the Atlanta event in 1998 was peaceful.





In both instances, CRS staff engaged in advance, extensive contingency planning with event organizers and State and local law enforcement to ensure communication, effective traffic control planning, appropriate arrest protocols, and proper training of volunteer and community marshals. During the events themselves, CRS teams were on-site to monitor key locations for immediate conflict resolution support, bring potential racial conflict to the attention of officials, and to lower racial tension. *

Region V-Midwest Region

In the Midwest Region, racial issues related to EUF by police seem to be the most pronounced and protracted. Racially motivated traffic stops, often referred to as racial profiling, are a growing phenomenon in the Region and a growing part of CRS' case work. These stops are often expanded to require full and complete identification of all passengers in a car, even if the traffic violation is routine.

Native Americans still experienced difficulties in exercising their fishing rights in **Wisconsin** and **Minnesota** and are facing increased pressure from both States regarding taxes and casino operations. These issues could become a severe threat to tribal harmony and economic survival. A number of intra-tribal disputes have occurred over tribal membership, elections, and gaming. Because of its unique status as a non-law enforcement agency providing conciliation and mediation activities, CRS was called on by tribal officials, the Bureau of Indian Affairs at Interior, the Office of Tribal Justice at DOJ, and U.S. Attorneys in the Region to resolve disputes within and outside the tribes.

CRS mediated a dispute between the White Earth Indian Tribe and the **Mahnomen County** Sheriffs Department in **Minnesota** that emanated from disagreements over tribal recognition; enforcement powers; and law enforcement jurisdiction, cooperation, and identification. Mediation resulted in better cooperation between on- and off-reservation law enforcement; in better relations between police and citizens, particularly tribal members; and in increased confidence of citizens in policing services. In **Minneapolis, Minnesota**, CRS worked with a coalition of Native Americans and the State of Minnesota to help resolve contentious issues related to construction of a highway on Native American burial grounds (see "Assistance to Native Americans").

School violence stemming from racial bias was another growing issue affecting school districts in the Region. The universality of this issue has





given rise to concerted efforts on the part of schools and law enforcement personnel to address and reduce school violence. Increased school security and conflict management programs are being implemented throughout the Midwest Region. CRS has provided technical assistance for tension reduction, contingency planning, and assessment of racial tensions to address these issues.

CRS assisted the Catholic Archdiocese of **Chicago** in its efforts to design a program to eradicate racism in its schools and churches. After a series of meetings following a violent racial incident in which a Black youth was beaten by White youths from a Catholic school, a number of recommendations were made by the Archdiocese's task force, calling for individual introspection on racial issues; inclusion of minorities in the economic, educational, and social life of the order; and church involvement in community initiatives that address racial issues.

Region VI-Southwest Region

In the Southwest Region, police conflicts with communities continue to be at the forefront of concern and activity.

Community groups continue to request CRS assistance to address these conflicts through mediation between law enforcement and community groups. CRS is also called on to provide municipal and civil liability training, civil rights training, and other conciliation activities to lower racial tensions, increase community confidence in police, reduce officer safety concerns, and increase police effectiveness.

Community allegations of discriminatory treatment of minority students in schools in the Southwest Region continue to be a priority. Cases that begin with community concerns about disparities in discipline and educational and extracurricular opportunities soon involve discussions about minority representation, participation on school boards, and consideration for administrative and teaching positions. CRS convened and mediated discussions among parents, community leaders, and school officials. The result was jointly developed resolutions and recommendations to increase minority school participation and confidence in the school system, establishment of formal communication links between minority parents and schools, and greater involvement of minority parents in the school decision making process. CRS also completed mediation of the first portion of the landmark **Little Rock, Arkansas**, school desegrega-





tion case, referred to CRS by the Federal Court, having been in the Court for 40 years (see "Case Studies of CRS Community Dispute Resolution").

While there were only a few immigration cases in FY 1998, all required extensive outlay of CRS resources. The fatal shooting of a Hispanic high school student herding his family goats near the U.S./Mexico border in **Redford, Texas**; an INS raid of more than 130 Hispanic employees at a plastics company in **Dallas, Texas**; and a court case in **Katy, Texas**, involving INS and local community leaders are representative of the significant immigration case work in the Region. CRS conciliation activities included building community confidence in the administration of justice by convening meetings among officials, community representatives, and families on the status of criminal and administrative proceedings. CRS also mediated agreements among communities, civil rights advocates, and local officials over the use of police in immigration enforcement.

Increased hate crime activity plagued the Southwest Region, the most notable hate crime case in 1998 occurring in **Jasper, Texas** (see "Case Studies of CRS Community Dispute Resolution"). At the request of Jasper's mayor, CRS maintained an almost daily presence from June through July 1998, returning frequently in August and September for specific events and to conduct diversity training for school administrators and faculty.

Region VII-Central Region

In the Central Region, the workload was dominated by hate crime and group activities, conciliation of racial conflicts in secondary schools, and law enforcement requests for cultural diversity training. Community racial tensions in **Kansas City, Kansas**, were heightened when two Black families received hate mail and a cross was burned in front of another Black family. In this case, CRS served as a liaison between the ministerial group assisting the victimized families and the law enforcement agencies, including the FBI and the U.S. Attorney's Office. CRS' assistance led to better understanding among the parties. Racist graffiti marred a church in Coffeyville, Kansas, and minorities in **Topeka, Kansas**, were concerned about a KKK announcement that it would be intensifying recruitment efforts in that city. In **Kansas City** and **Stover, Missouri**, Blacks alleged that they were victims of race-based assaults.

In **Stover, Missouri**, a series of racial incidents were perpetrated against a Black family that had moved into a predominantly White area, including an alleged arson of the home. The incidents were treated as racially motivated hate crimes, prompting the U.S. Attorney to request





CRS assistance. CRS facilitated meetings between local, State, and Federal law enforcement to identify resources for the victimized family. In **Kansas City**, CRS intervened in a dispute between two Black and White neighbors that was so intense State and Federal law enforcement agencies were contacted to intervene. CRS attempted mediation to resolve the conflict, working with law enforcement to try to reduce racial tensions and restore peace in the community. These efforts lowered tensions while the police investigation was being conducted. Ultimately, the White neighbor was charged with and convicted of a crime as a result of the dispute and placed on probation, which had a direct effect on changing the White neighbor's conduct and restoring peace.

In **St. Louis, Missouri**, hate literature was disseminated and concern expressed about the Confederate flag being displayed at a public event. Several minority organizations requested information on how to address activities perceived by the community to be racially based. CRS provided information resources and conciliation assistance.

In the education area, school districts ranging from rural **Plattsmouth, Nebraska**, to urban **Kansas City, Missouri**, requested assistance from the Central Region in establishing and implementing student mediation teams. Regardless of the school district's size or location, school officials viewed student mediation as a viable conflict resolution option. CRS responded to allegations by Black parents that their children were being racially harassed in the **Raymore, Missouri**, school district. To address this potentially explosive situation, CRS worked with the **Cass County** Sheriffs Department; assisted the **Raymore, Missouri**, school district in assessing its training needs; and identified the National Conference of Community and Justice to provide cultural awareness training to the faculty and staff of Raymore High School.

In the administration of justice area, law enforcement agencies are actively seeking ways to prepare their departments to meet the challenges of a multicultural society. The **Salina, Kansas**, Police Department and the Nebraska Highway Patrol requested and received cultural diversity training from CRS. They were interested in helping officers better understand citizen behavior and culture and make better decisions to prevent and reduce citizen conflict with police. CRS cosponsored-with Federal, State and local police departments-an annual conference of regional police chiefs to address current policing issues. These conferences have significantly increased information exchange, resulting in new programs and better policing services. For example, the **Salina, Kansas**, Police Department discussed its recruitment of new candidates using advertisements at the local theater. Participants also addressed the need for closer communication between various law enforcement agencies and the INS, given how the blurred line between law enforcement and immigration enforcement can negatively affect law enforcement and make non-naturalized immigrants fearful of reporting crimes.

In the coming year, the Central Region will undertake a new initiative to build dispute resolution capabilities among Native Americans to enable





them to reduce racial tension and conflict. The project involves training four Nebraska tribes: the Santee Sioux, the Northern Ponca, the Omaha, and the Winnebago.*

Region VIII-Rocky Mountain Region

The Rocky Mountain Region encompasses six States: Colorado, Montana, North Dakota, South Dakota, Utah, and Wyoming. Within these States are a large number of Native American reservations that comprise Indian Country. The Rocky Mountain Region's activities and resources have been directed toward reconciling poor relations between law enforcement agencies and Indians in the towns and cities bordering Reservations, such as **Coalstrip, Montana; Cortez, Colorado;** and **Mobridge, South Dakota**. Issues have included concern over bison straying out of Yellowstone National Park as well as the unsolved deaths of Native Americans in **South Dakota**.

The bison are shot by ranchers, with sanction from the **Montana** State government. Authorities claim that the bison, if allowed to stray and intermingle, may infect domestic cattle with brucellosis. Native Americans are opposed to killing the animals on religious and cultural grounds. CRS has been working with both the National Park Service and tribal interests to resolve the conflicts and attempt a mediated agreement.

The issues of excessive force and the unsolved Native American deaths in **South Dakota** have increased tensions in Indian Country. Allegations of insensitivity in the investigation of Indian deaths have been leveled not only at the local police but the FBI as well. People cite the number of deaths near the creek in **Rapid City** as evidence of hate activity directed at Native Americans. CRS has worked with Native American communities and law enforcement agencies to establish trust and raise awareness. Planned training in 1999 includes teaching Native Americans conflict resolution skills.

A proposed MOU between the **Salt Lake City, Utah**, police and INS to enforce Federal immigration laws evoked an immediate outcry from the concerned community. Although the MOU was rejected by the Salt Lake City Council, tensions remained high between the Hispanic community and law enforcement, reinforcing existing problems of police mistrust by the immigrant community, and leading to increased victimization by opportunistic criminals and unreported domestic violence. CRS has been working to dispel this aura of suspicion and create renewed trust, helping





to engender effective communication between the parties through mediation.

The Rocky Mountain Region responded to unexpected and planned special events. These events included the Dr. Martin Luther King, Jr., Day in **Denver, Colorado** as well as the Columbus Day protests in **Pueblo**. CRS has been proactive in forming a first-ever human relations commission on the Rosebud Sioux Reservation. During 1998, the Rocky Mountain Region has also been involved-in conjunction with the U.S. Attorney's Office-in law enforcement hate crime training in the Rocky Mountain area. School safety and conflict resolution training has also been developed for use in the Region. *

Region IX-Western Region

In the Western Region, **California** has the largest and most racially and ethnically diverse population of any State in the Nation, with minorities comprising the majority of inhabitants. Hispanics have moved into communities that were once predominantly African American or White, and Asians are moving into once predominantly Hispanic communities. These changing demographics heightened conflicts between diverse racial and ethnic groups in the State. For example, in 1997, violent acts occurred between Somali refugees and African American students on two secondary school campuses in **San Diego**. Similarly in **Los Angeles**, conflicts erupted between White Russians, Ethiopians, Sudanese, and Somali refugees who moved into predominantly, Black and Hispanic communities. School officials and law enforcement agencies called on CRS to help address situations of racial conflict, develop strategies for reducing racial tensions, and institute mediation capabilities among school personnel and students. CRS has continued to provide multicultural schools with SPIRIT activities to both prevent and resolve student conflicts.

Hate crimes in California are on the rise, reflecting increased activity by racial gangs and White Supremacist groups. The **Los Angeles County** Human Relations Commission received reports of 820 hate crimes in 1997, more than in any single year of the past two decades except 1996. African Americans were the most targeted group, followed by Whites, Latinos, and Asian-Pacific Americans. The pattern of activity in predominantly White communities involves extremist White hate groups targeting minority residents and racially mixed families. In mixed neighborhoods, gangs organized along racial lines target other gangs or





racial groups. School officials in **San Diego, Los Angeles City and County, and Azusa, California**, have called on CRS to address gang-related activity in schools. CRS worked with school officials and youth workers to address the problem through active intervention and increased school security. Increased racial understanding will help prevent violence. In cooperation with community organizations in **Los Angeles**, CRS has had considerable success establishing gang truces, which have remained in effect for several years despite provocative incidents.

In the administration of justice area, the most volatile incidents involve law enforcement activities in which deadly or alleged excessive force was used. In **Santa Maria, California**, CRS, at the request of the U.S. Attorney's Office, met with 200 angry community members to discuss the shooting death of Dwayne Sanchez, shot following a car pursuit. The community questioned the basis for the shooting and pointed out that Mr. Sanchez's father and four uncles had at one time served as police officers in the Santa Maria area. CRS made a presentation on EUF and was joined in the meeting by Ruben Sanchez, an uncle of the victim. By the end of the meeting, CRS was able to gain the cooperation of participants in identifying representatives of the Latino community to form a committee to plan steps for police-community cooperation.

Region X-Northwest Region

In the Northwest Region, protests and shooting incidents involving police and ethnic minorities, protests of INS raids, alleged abuses of Mexican nationals, and Native American issues of self-determination contributed to racial tensions.

In **Anchorage, Alaska**, on May 7, 1998, a coalition of Alaskan Native organizations and tribes held the first organized political march in the history of the State. Participants protested the U.S. Supreme Court decision to overturn their taxing authority and to limit the definition of "Indian Country". CRS met with the mayor of Anchorage and with march planners to assist in contingency planning and provide a bridge of communication between the tribes and State and local officials. A CRS interregional team provided civilian marshal training to 60 volunteers and was on-site at the march and rally on May 7 to monitor the safety of the participants and to provide conciliation services to 4,000 Alaskan Natives and tribal leaders. Participants from across





Alaska drummed and sang their way through a 15-block area of downtown Anchorage to declare their solidarity and protest an alleged "across the board assault" on native rights. CRS involvement kept the march peaceful and free of incidents.

When the Makah Indian Tribe of **Washington State** was granted authority by the International Whaling Commission to harvest a limited number of gray whales beginning in 1998, international protests were waged by environmentalists, who were primarily non-Native American. The governor of Washington mobilized the Washington State National Guard to be on-site for the annual tribal festival, which was open to the public and which would coincide with the beginning of the whale hunt. It was feared that protesters might precipitate incidents during the festival in August 1998, but none occurred. CRS participated in a muld-agency taskforce for contingency planning in the event of a disruption. When the task force was removed following the festival and whalers began practicing for the upcoming hunt, international protesters circled the seaport where the tribe embarks while Coast Guard officials monitored confrontations at sea. Anti-Makah international radio broadcasts from Canada alleged that the tribe had signed a multimillion dollar agreement with the Japanese to sell whale meat commercially. CRS met with tribal officials, the U.S. Attorney for Western Washington, National Guard officers, and tribal and civil law enforcement to facilitate communication and coordination between tribal officials and non-tribal law enforcement. At one point, protestors came ashore after being warned by tribal law enforcement not to land. The tribe confiscated the vessel and requested local law enforcement to make arrests for trespassing.

On October 15, 1998, a public birthday celebration in a **Portland, Oregon**, park erupted into a melee when police tried to close the park to the 2,000 Black participants for lack of a permit. Police fired beanbag

Alaskan tribes march on May 7, 1998, through downtown Anchorage, Alaska. This was the first major political demonstration to occur in Alaska.

Photo: Richard Gutierrez, CRS

CRS Senior Conciliation Specialist Vermont McKinney (wearing DOJ hat and coat) assisting Northwest Regional Office with Alaskan Native March coordinates communication between demonstration and State and local government agencies providing logistical support for the march.

Photo: Richard Gutierrez, CRS

Alaskan tribes march in Anchorage, Alaska, in protest of Supreme Court decisions against tribal rights.

Photo: Richard Gutierrez, CRS





rounds into a crowd, which failed to disperse following closure of the park. Tension escalated between Black partygoers and police, resulting in a protest march outside the home of the chief of police. CRS conducted conciliation sessions with minority community leaders and police command staff over EUF allegations involving pepper spray and use of beanbags. The increased communication facilitated by CRS brought about better understanding and opened the door to greater cooperation between the police and the community. CRS recommended ways to improve police-community relations and contingency planning.

Located within the Pacific Northwest is the "Aryan Nations" compound, a 15-acre site in **Hayden Lake, Idaho**. Purportedly, conferences are held annually to celebrate Adolph Hitler's birth - day on July 10, 1998. These gatherings also give rise to counter- protests by persons and groups who travel long distances to oppose White Supremacist activities. In **Coeur d'Alene, Idaho**, CRS provided contingency planning to officials, crowd control to local area human rights task force members, and on-site support on July 18, 1998, to monitor and provide conciliation, as needed, during an Aryan Nations march there.

Makah Tribal Council established a roadblock to check in visitors for the Makah Days celebration. CRS worked closely with Makah Tribal Police and State and local police to address security concerns of tribal members over environmental protestors of Makah intentions to conduct a whale hunt.

Photo: R Diane Schneider, CRS

In **Yakima, Washington**, the Washington State Farm Bureau contacted the local U.S. Representative to protest recent INS activities perceived by local officials and the business community as negatively impacting the local economy because of shutdowns during raids. The governor of Washington contacted INS officials to express concern about the impact of INS activities on communities, and local immigrant service providers, including church organizations, sought help to reduce negative impacts. CRS assisted in forming a group that will meet regularly. This group includes community advocates, INS officials, congressional representatives, and other concerned citizens to discuss complaints, procedures, alleged incidents, current INS policies, and disposition of unaccompanied minors when parents are removed in an effort to improve communication and reduce racial tensions. *

Residents from Alaskan native Village of Eklutna carry a banner in Alaskan Native March in Anchorage, Alaska.

Photo: Richard Gutierrez, CRS





CRS Offices

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Region I (New England)
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Region II (Northeast)
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New York, NY 10278
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212/264-2143 (FAX)

Region III (Mid-Atlantic)
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Community Relations Service
120 Howard Street, Suite 790
San Francisco, CA 94105
415/744-6565
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Customer Service Standards Community Relations Service

Our goal is to provide sensitive and effective conflict prevention and resolution services. CRS will meet the following standards:

We will clearly explain the process that CRS uses to address racial and ethnic conflicts and our role in that process.

We will provide opportunities for all parties involved to contribute to and work toward a solution to the racial or ethnic conflict.

If you are a participant in a CRS training session or conference, you will receive timely and useful information and materials that will assist you in preventing or minimizing racial and ethnic tensions.

We will be prepared to provide on-site services in major racial or ethnic crisis situations within 24 hours from the time your community notifies CRS or CRS becomes aware of the crisis.

In non-crisis situations, we will contact you to discuss our services within 3 days of when your community notifies CRS or when CRS becomes aware of the situation.

