

**U.S. Department of Justice**

**FY 2016 PERFORMANCE BUDGET  
Congressional Submission**

**Community Relations Service**

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## **I. Overview for Community Relations Service**

In fiscal year 2016, the Community Relations Service (CRS) requests 74 positions (including 2 attorneys), 58 FTE, and \$14,446,000. CRS' request includes four program enhancement of 18 positions, 9 FTE and \$1,772,000 which will allow it to provide conciliation services (mediation, facilitated dialogues, training, and consultation on issues of police-community reconciliation) in a broad range of communities throughout the United States, , and support the Matthew Shepard and James Byrd, Jr. Hate Crimes Prevention Act (P.L. 111-84, 2009) ("Hate Crimes Protection Act"), CRS Training Academy and Law Enforcement Organizational Change Initiative. CRS' Information Technology (IT) program is allotted three FTE positions.

CRS, an agency within the U.S. Department of Justice, was created under Title X of the historic Civil Rights Act of 1964 (42 U.S.C. §2000g et seq.) signed into law by President Lyndon B. Johnson on July 2, 1964. Title X of the 1964 law mandated CRS' creation and its duties and responsibilities. Pursuant to the Hate Crimes Protection Act, CRS is authorized to work with communities to help them develop the capacity to prevent and respond more effectively to violent hate crimes allegedly committed on the basis of actual or perceived race, color, national origin, gender, gender identity, sexual orientation, religion, or disability.

CRS headquarters is in Washington, D.C. and is a single decision unit that plays a significant role in accomplishing **DOJ's Strategic Goal #2 - Prevent Crime, Protect the Rights of the American People, and Enforce Federal Law**. CRS serves as the Department's "peacemaker" for community conflicts and tensions arising from actual or perceived discriminatory practices based on race, color, or national origin. CRS also helps communities prevent and respond to violent hate crimes committed on the basis of race, color, national origin, gender, gender identity, religion, sexual orientation, or disability.

CRS provides specialized mediation and conciliation services to state, local and federal officials, and communities throughout the United States. The Agency's goal is to assist in resolving and preventing racial, ethnic, and national origin community conflicts, civil disorder, and violent hate crimes on the basis of race, color, national origin, gender, gender identity, sexual orientation, religion, or disability. CRS has 10 regional offices and 4 field offices in the following locations: Boston; New York; Philadelphia; Chicago (field office in Detroit); Kansas City, MO; Denver; Los Angeles (field office in San Francisco); Dallas (field office in Houston); Atlanta (field office in Miami); and Seattle.

CRS is a unique federal component dedicated to assisting state and local units of government, private and public organizations, and community groups develop local capacity to prevent racial and ethnic tensions. CRS can also assist willing parties and explore opportunities to develop and implement local strategies that can help law enforcement, local officials, civil rights organizations, and interested community groups respond to alleged hate crimes and find ways to prevent future incidents. CRS conciliators also assist in restoring stability and accord to communities following civil disorder, or in initiating rumor control to prevent misinformation from spreading throughout a community.

State and local law enforcement officials and community leaders may contact CRS to request assistance in improving communication between law enforcement and community members in the aftermath of a hate crime. CRS improves community response mechanisms by facilitating the development of community capacity to help prevent hate crimes with services and programs that include conciliation, mediation, training, technical assistance, and other tension reduction techniques. CRS may help facilitate dialogue between law enforcement and community members to increase

mutual understanding about the investigative and prosecutorial process as well as the concerns of people in the community.

CRS is able to address the perception of discrimination, which can be as disruptive to community stability as actual discrimination. CRS does not have law enforcement authority, nor does it investigate or prosecute cases. As an impartial agency, CRS does not look to assign blame or fault to any individual or group. In contrast, CRS helps communities to develop and implement their own solutions to reducing tensions as a neutral conciliator. Furthermore, as alternatives to coercion or litigation, CRS facilitates the development of viable and voluntary solutions for resolution of community tension.

The CRS budget consists of operating expenses which include, but are not limited to, payroll for permanent positions; travel expenses to enable CRS' conciliation professionals to respond in person to requests for assistance from state and local units of government, private and public organizations, and community groups; and funding for normal operations (e.g. information technology, communications, equipment, supplies, etc.). The FY 2016 funding level of \$14,446,000 is required for CRS to support the Department in fulfilling its new Presidential Initiative of My Brother's Keeper and National Initiative for Building Community Trust and Justice, Matthew Shepard and James Byrd, Jr. Hate Crimes Prevention Act (P.L. 111-84, 2009) ("Hate Crimes Protection Act"), CRS Academy and Law Enforcement Organizational Change Initiative. This funding also includes requirements for current services that are necessary to successfully carry out other conflict resolution and violence prevention activities.

### **Performance Challenges**

With the passage of the Matthew Shepard and James Byrd, Jr. Hate Crimes Prevention Act (P.L. 111-84, 2009) ("Hate Crimes Protection Act"), CRS has dramatically expanded its jurisdiction. CRS has been transformed from an agency focused on addressing and preventing conflict and violence related to discrimination on the basis of race, color, and national origin to an agency that is responsible for helping communities prevent and respond to violent hate crimes committed on the basis of actual or perceived gender, gender identity, sexual orientation, religion, and disability in addition to race, color, and national origin.

As the only federal agency exclusively dedicated to assisting state and local units of government, private and public organizations, community groups, and even other federal agencies with preventing and resolving racial and ethnic tension, conflict, and civil disorder, CRS is uniquely qualified to fulfill this broader legislative mandate. To help communities prevent and respond to violent hate crimes, CRS may facilitate educational meetings and dialogues or conduct other services in response to conflicts or incidents that, left unaddressed, may escalate into violent hate crimes. CRS is an expert at bringing law enforcement officials, advocacy groups, and individual community members to the table in a way that creates lasting racial stability and harmony and enables those communities to address future conflicts without outside assistance. Nevertheless, as Congress explained in the Hate Crimes legislation, CRS will need the additional resources requested in FY 2016 to cover these new jurisdictional areas and fulfill this broader mandate.

CRS continues to assess its daily operations based on Administration policies and other indicators of potential conflicts, Departmental needs, technological developments, national security, and budgetary

constraints. All of these internal factors pose challenges that affect the success of CRS' external conciliation and mediation services.

## **1. Internal Challenges**

CRS continues to face internal challenges, as it must monitor the country for jurisdictional conflicts and attempt to respond to each case with limited resources. In FY 2014, CRS intervened in 691 cases where tensions existed based on conflicts caused by issues of race, color, national origin, or where there was a need to assist communities with preventing or responding to hate crimes committed on the basis of gender, gender identity, sexual orientation, religion, or disability. In total, CRS was made aware of 760 incidents and conflicts that could have potentially led to casework. However, due to limited fiscal and staff resources, the agency was only able to address 91 percent of the potential cases that it identified.

Moreover, it is believed that the number of conflicts and incidents is actually higher than the number CRS identified. With a field staff of 32 dedicated to identifying and responding to conflicts over a 50 state area and U.S. territories, it is not uncommon for personnel to have responsibilities that are so geographically and topically broad that their ability to track and respond to potential cases is limited.

Regional conciliators attempt to assess every jurisdictional case that has come to their attention, but budgetary and geographical limitations affect deployment decisions. CRS will continue to focus its internal efforts on building new staff capacities through succession planning, mentoring, and sustained, high-quality training. This includes a focus on improving mediation and management skills for new hires. With nearly forty percent of the Agency retirement eligible, filling higher grade positions formerly held by senior staff with lower grade or mid-level positions will inherently present a learning curve. High quality standards for leadership, in-service training, mediation certification, standardized measurable work plans, and improved tracking systems on service delivery and case reporting will remain crucial aspects CRS' strategy to address internal and external challenges. CRS is continually identifying new ways to increase savings across the agency through policies that increase awareness about energy and paper use by encouraging the use of double-sided printing and reducing electricity use in all of its offices.

CRS attempts to increase awareness about energy and paper use, encouraging the use of double-side printing and reducing electricity use in all of its offices. More information on federal environmental requirements and DOJ's Environment Programs can be found at <http://www.justice.gov/jmd/services-initiatives.html>.

## **2. External Challenges**

Notwithstanding CRS' daily operational challenges, CRS will continue to respond to issues that garner national attention, such as increased reports of community tension associated with disputes between Tribal Nations and state and local officials involving allegations of discrimination on the basis of race and national origin, community tension and allegations of racial profiling associated with issues at the intersection of race, national origin, and immigration controversies, and racial and community tensions that stem from demographic shifts and new migration. As debates about national and local immigration policy reform escalate, experience suggests that we will see an increase in discrimination on the basis of race, color, or national origin against immigrants or people who are perceived to be immigrants. In addition, CRS will continue to respond to racial tensions involving ethnic communities who have alleged or experienced discriminatory treatment following September 11, 2001, particularly

Arab American and Muslim individuals, as well as Sikhs and others who are perceived to be Muslim. CRS has seen a dramatic increase in concern in these communities following the very contentious debate around the building of mosques and Islamic cultural centers. CRS' technical assistance, including educational videos and training programs, and the facilitation of dialogues between Arabs, Muslims, and Sikhs, law enforcement officials, and other interested parties are just some of the ways that the Agency can help to promote tolerance, respect, and peaceful interaction between members of various communities.

In response to the demonstrations, civil unrest, and the degree of mistrust between law enforcement and community that developed following the August 2014 shooting death of an African- American male by a Ferguson, Missouri police officer, CRS has been providing consistent services throughout the metropolitan St. Louis area. Moreover, the advocacy of certain segments of the community, coupled with intense media coverage of the issue, have transformed a local police-involved shooting into a national movement regarding the policing of minority communities.

This has resulted in CRS services stemming from this incident to be provided in numerous cities throughout the country. CRS has provided related services in East. St. Louis, Houston, Los Angeles, Indianapolis, Boston, Norfolk, and New York. Additionally, CRS services have been requested by officials from numerous other cities that are interested in engaging their communities in the type of collaborative problem solving processes that CRS facilitates.

CRS will continue to help resolve race-related community conflicts in areas such as housing, education, and the administration of justice. Police-community relations surrounding excessive use of force, and the possibility of racial violence resulting from these incidents, particularly in minority communities, consumes more than half of CRS' work. Additionally, CRS continues to address school conflicts based on race, color, and national origin. CRS is increasingly called upon to address racial harassment and violence in elementary and secondary schools, and on college and university campuses. CRS has responded to school brawls, riots, and racial gang violence, working to restore stability in schools through various conflict resolution initiatives. The Agency is prepared, as well, to respond to hate-related incidents involving desecration of houses of worship where there is a connection between the desecration and perceived discrimination on the basis of race, color, or national origin or where the community perceives the act as a violent hate crime or an act that, if left unaddressed, could lead to a violent hate crime.

With the passage of the Hate Crimes Prevention Act, CRS has an explicit mandate to prevent and respond to violent hate crimes committed on the basis of the actual or perceived race, color, religion, national origin, gender, gender identity, sexual orientation, or disability of any person. This expansion – adding five additional protected categories that may trigger CRS jurisdiction - has significantly increased the demand for CRS services. In order to help communities prevent violent hate crimes, CRS may facilitate educational meetings and dialogues or conduct other services in response to conflicts or incidents that, if left unaddressed, may escalate to violent hate crimes.

CRS is also receiving a significant increase in requests for services to address tension associated with the intersection of immigration issues with perceptions of discrimination on the basis of race, color, and national origin. CRS has worked with state and local law enforcement officials, federal law enforcement officials, state and local government leaders, as well as local and national organizations to address tension associated with allegations of racial profiling and racial discrimination associated with these issues and has deployed inter-regional teams to provide on-site conciliation services at marches

and protests with tens of thousands participants. These tensions are likely to increase in the coming years.

CRS must constantly reintroduce its services to community and local government leaders due to election turnover, term-limited positions, and a statutory mandate that prevents the Agency from publicizing much of its work. Furthermore, many of the people and communities CRS can serve pursuant to the Hate Crimes Prevention Act are not familiar with CRS services because they did not fall under CRS jurisdiction before passage of the Act in 2009. For example, communities who may be targeted for violent hate crimes on the basis of gender, gender identity, sexual orientation, religion, or disability may not have worked with CRS in the past when its jurisdiction was focused on addressing racial tension. Evolving community “flash points” increase the need to be knowledgeable and aware of the host of vulnerabilities that communities face. Despite these challenges, obstacles to entry and the fluctuating nature of jurisdictional conflicts do not deter CRS from offering its services to communities in need. Through skillful conciliation and mediation, CRS’ services can limit disruptions to community peace and stability. For any jurisdictional conflict, CRS stands ready to offer its conflict resolution services to communities across the United States.

The 2013 FBI Hate Crime Statistics Report, the most recent hate crimes statistics available from the FBI, reflect the increase in demand for services that CRS is seeing in communities across the country. According to the FBI’s Report, there was an increase in reported hate crimes against Latinos, the Gay, Lesbian, Bisexual and Transgender communities, and Muslims.

## II. Summary of Program Changes

Item Name	Description				Page
		Pos.	FTE	Dollars (\$000)	
<b>Hate Crime Prevention and Response</b>	This enhancement will maximize CRS' crisis response across the entire United States and enable it to fulfill its historical mandate pursuant to Title X of the Civil Rights Act of 1964 as well as its new mandate pursuant to the Shepard and Byrd, Jr. Hate Crimes Prevention Act.	<b>8</b>	<b>4</b>	<b>\$557</b>	<b>16</b>
<b>Community Relations Service Training Academy</b>	This enhancement will support a consulting services contract or cooperative agreement to develop an Academy curriculum, to conduct three regional seminars, and to research and publish best practice materials that shall lead to the creation of CRS trained local emissaries who will have a fundamental capacity to engage in proven dispute resolution activities.	<b>0</b>	<b>0</b>	<b>\$240</b>	<b>19</b>
<b>Collaborative Community Strengthening Initiative</b>	This enhancement will assist CRS with hiring and deploying staff to support the provision of CRS services to provide conciliation services (mediation, facilitated dialogues, training, and consultation on issues of police-community reconciliation) in a broad range of communities throughout the United States.	<b>10</b>	<b>5</b>	<b>\$775</b>	<b>21</b>
<b>Law Enforcement Organizational Change Initiative</b>	This enhancement will support a consulting services contract or cooperative agreement to provide in-depth consultation and guidance to local law enforcement agencies who are party to potentially violent, public safety degrading conflicts with minority communities	<b>0</b>	<b>0</b>	<b>\$200</b>	<b>24</b>

### **III. Appropriations Language and Analysis of Appropriations Language**

#### **Appropriations Language**

##### SALARIES AND EXPENSES, COMMUNITY RELATIONS SERVICE

For necessary expenses of the Community Relations Service, [\$12,250,000] \$14,446,000 Provided, That notwithstanding section 205 of this Act, upon a determination by the Attorney General that emergent circumstances require additional funding for conflict resolution and violence prevention activities of the Community Relations Service, the Attorney General may transfer such amounts to the Community Relations Service, from available appropriations for the current fiscal year for the Department of Justice, as may be necessary to respond to such circumstances: Provided further, That any transfer pursuant to the preceding proviso shall be treated as a reprogramming under section 504 of this Act and shall not be available for obligation or expenditure except in compliance with the procedures set forth in that section. (*Department of Justice Appropriations Act, 2015.*)

#### **Analysis of Appropriations Language**

There are no substantive changes proposed.

## IV. Program Activity Justification

### A. Community Relations Service

<i>Conflict Resolution &amp; Violence Prevention Activities</i>	Direct Pos.	Estimate FTE	Amount
2014 Enacted	56	45	12,000,000
2015 Enacted	56	45	12,250,000
Adjustments to Base and Technical Adjustments		0	424,000
2016 Current Services	56	49	12,674
2016 Program Increases	18	9	1,772,000
2016 Request	74	58	14,446,000
<b>Total Change 2015-2016</b>	14	9	2,196,000

#### 1. Program Description

CRS' programs contribute to the **DOJ's Strategic Goal #2 -Prevent Crime, Protect the Rights of the American People, and Enforce Federal Law**. Within this goal, CRS specially addresses Strategic Objective 2.5 Promote and protect Americans' civil rights.

CRS has implemented several strategies, which are intended to effectively address the issues of discriminatory practices based on race, color, or national origin, which impair the rights of people, and work with communities to help prevent and respond to violent hate crimes on the basis of actual or perceived gender, gender identity, sexual orientation, religion, or disability. CRS conducts training with federal, state, and local law enforcement and community members to address concerns regarding racial profiling and to improve law enforcement officials' interactions with community members. Examples of various CRS strategies and programs are:

- **Law Enforcement Mediation Skills (LEMS) Program** is a two day (16 hour) program designed to equip the attending officers with basic knowledge of mediation and conflict resolution skills as they apply directly to law enforcement. The program focuses on the officer's need to respond to any given conflict or dispute efficiently and effectively. Traditional methods of policing in response to disturbance calls have resulted in callbacks to the same disturbance. The CRS LEMS program offers a mediation and conflict resolution approach that hopefully leads to fewer callbacks, and solutions that are more lasting based on the disputants' involvement in resolving their own issues. The process involves empowering law enforcement officials to resolve disputes through the use of conflict resolution, rather than arrest. It also instills skills and knowledge with citizens to resolve disputes without the necessity of a police presence. The course focuses on police-community relations in minority communities.
- **Anti-Racial Profiling Program** is a program that reviews the history and concept of profiling by police in addressing criminal activity. The program focuses on the complexities of using race as a factor in police investigations. Through a series of videotape and role playing exercises, law enforcement and community members view the effects of racial profiling on communities, as well as ways to defuse racial profiling allegations whenever they arise.

- **Arab-Muslim, Sikh (AMS) Cultural Awareness Program** is a program that utilizes community-based, volunteer trainers capable of delivering law enforcement training to heighten awareness, increase knowledge and develop skills to effectively communicate with Arab, Muslim, and Sikh communities. The program educates law enforcement officials on different cultural practices in order to reduce the possibility of tensions developing due to misinformation or lack of understanding. Most trainers come from Arab, Muslim, and Sikh communities and work side-by-side with CRS staff, following a standardized and approved CRS curriculum.
- **Student Problem Identification and Resolution of Issues Together (SPIRIT)** is a two half-day interactive student based problem solving program that engages students in developing solutions to problems associated with allegations of discrimination, harassment, and hate activity in schools and creating the safest possible environment for learning. SPIRIT also engages school administrators, teachers, school resource officers, local officials, community leaders, and parents in the process of identifying and responding to these conflicts in schools.
- **City - Problem Identification and Resolution of Issues Together (City-SPIRIT) Program** is a two-day problem solving and resolution program that brings together representatives from local government agencies, community, faith-based organizations, law enforcement, and businesses to develop collaborative approaches for reducing racial conflicts and addressing the factors that contribute to the conflicts. The parties may also develop approaches for preventing and responding to violent hate crimes on the basis of actual or perceived race, color, national origin, gender, gender identity, sexual orientation, religion, and disability. This program helps communities establish a lasting capacity to prevent and respond to conflicts.
- **Self-Marshaling Assistance and Training** is provided by CRS at the request of local law enforcement, city officials, and demonstration organizers to assist with planning and managing safe marches and demonstrations. CRS facilitates meetings between all parties involved, and serves as a neutral entity to help ensure that information is shared appropriately so marches and demonstrations are as safe as possible.

CRS introduced and updated several management systems to more effectively address racial tension and violence in major cities. CRS intensified its emphasis on staff development and training of staff on the fundamental skills of conflict resolution. CRS holds staff training sessions to enhance and refresh contemporary conflict resolution strategies and mediation skills. CRS instituted an internal skills certification process for fundamental tools that are used in conflict resolution cases. The Agency continues to strengthen its emphasis on local capacity building by having conciliators focus on the implementation of collaborative partnerships and other mechanisms for strategically empowering and sustaining peaceful communities.

The services of CRS are tracked by a case management database system. Quality assurance is measured by a weekly headquarters review of every new case in the CRS system. Headquarters then provides operational feedback to all 10 Regional Directors on a weekly basis, and holds managers accountable for ensuring strict compliance with CRS' jurisdictional mandate. Regions are directed to hold bi-monthly staff meetings to review casework feedback. Conciliators have made significant qualitative and technical progress on casework.

**Performance and Resource Tables**

2. Performance and Resource Tables

<b>PERFORMANCE AND RESOURCES TABLE</b>												
<b>Strategic Goal 2: Strategic Objective 2.5: Promote and Protect Americans' Civil Rights</b>												
<b>Decision Unit: Conflict Resolution &amp; Violence Reduction Act</b>												
<b>RESOURCES</b>			<b>Target</b>		<b>Actual</b>		<b>Projected</b>		<b>Changes</b>		<b>Requested (Total)</b>	
			<b>FY 2014</b>		<b>FY 2014 (as of 3/31/14)</b>		<b>FY 2015</b>		<b>Current Services Adjustments and FY 2016 Program Changes</b>		<b>FY 2016 Request</b>	
<b>Total Costs and FTE</b>			<b>FTE</b>	<b>\$000</b>	<b>FTE</b>	<b>\$000</b>	<b>FTE</b>	<b>\$000</b>	<b>FTE</b>	<b>\$000</b>	<b>FTE</b>	<b>\$000</b>
			47	12,000	45	12,000	49	12,250	9	2,196	58	14,446
<b>TYPE</b>	<b>STRATEGIC OBJECTIVE</b>	<b>PERFORMANCE</b>	<b>FY 2014</b>		<b>FY 2014</b>		<b>FY 2015</b>		<b>Current Services Adjustments and FY 2016 Program Changes</b>		<b>FY 2016 Request</b>	
<b>Program Activity</b>			<b>FTE</b>	<b>\$000</b>	<b>FTE</b>	<b>\$000</b>	<b>FTE</b>	<b>\$000</b>	<b>FTE</b>	<b>\$000</b>	<b>FTE</b>	<b>\$000</b>
			47	12,000	45	12,000	49	12,250	9	2,196	58	14,446
<b>Performance Measure: Output</b>	<b>2.5</b>	Tension Level Ratio		35%		60%		35%		0		35%
<b>Performance Measure: Output</b>	<b>2.5</b>	Services Accepted Ratio		99%		91.50%		99%		4		95%
<b>Performance Measure:</b>	<b>2.5</b>	Response Ratio		75%		100%		75%		0		75%
<b>Performance Measure:</b>	<b>2.5</b>	Awareness Level		20%		35%		35%		0		35%
<b>Performance Measure: Output</b>	<b>2.5</b>	Customer Satisfaction Survey		80%		86%		80%		0		80%

PERFORMANCE MEASURE TABLE										
Strategic Goal 2: Strategic Objective 2.5: Promote and Protect Americans' Civil Rights										
Decision Unit: Conflict Resolution & Violence Reduction Activities										
Strategic Objective	Performance Report and Performance Plan Targets		FY 2010	FY 2011	FY 2012	FY 2013	FY 2014		FY 2015	FY 2016
			Actual	Actual	Actual	Actual	Target	Actual	Target	Target
2.5	<b>Performance Measure</b>	Tension Level	This measure was implemented in 2013.			34.50%	35%	59.50%	35%	35%
2.5	<b>Performance Measure</b>	Services Accepted Ratio	This measure was implemented in 2013.			99.50%	99%	91.50%	99%	95%
2.5	<b>Performance Measure</b>	Response Ratio	This measure was implemented in 2013.			78.25%	75%	100%	75%	75%
2.5	<b>Performance Measure</b>	Awareness Level	This measure was implemented in 2013.			19%	35%	35%	35%	35%
2.5	<b>Performance Measure</b>	Customer Satisfaction Survey	This measure was implemented in 2014.				80%		80%	80%

Performance Measures Definitions:

**Tension Level** measures the volatility level of the cases that CRS conducts.

**Services Accepted Ratio** measures CRS ability to gain entry with parties. Also, it measures perceived relevance of CRS services and the receptivity of parties in conflict to CRS.

**Response Ratio** measures CRS' ability to respond to know events.

**Awareness Level** is the average numbers of days between an event occurring and when CRs learns about the event.

**Customer Satisfaction Survey** measures CRS case performance from the customer perspective.

### 3. Performance, Resources, and Strategies

#### a. Performance Plan and Report for Outcomes

The Conflict Resolution and Violence Prevention Activities program contributes to the Department's Strategic Goal #2, Prevent Crime, Protect the Rights of the American People, and Enforce Federal Law.

Within these goals, CRS specially addresses Strategic Objective 2.5: Promote and protect American civil rights by preventing and prosecuting discriminatory practices.

Each region, composed of 2-4 Conciliators and one Regional Director, provides conflict resolution services to resolves disputes and disagreements based on race, color, and national origin in order to reduce community tension. CRS conducts appraisals of racial tension, in collaboration with community, state, and local officials, to determine projects that require immediate attention and demonstrate the greatest need for inclusion in a work plan for resolving racial conflict or violence. Annually, the work plan addresses those communities within each region that require conflict resolution services on an annual basis. A significant portion of the region's workload is direct crisis response services. Working to develop relationships with stakeholders and other influencers, and helping them to develop their local capacity to prevent and respond to tensions and conflicts, accounts for another significant portion of the work conducted by regional staff. CRS also prevents and responds to alleged hate crimes committed on the basis of gender, gender identity, sexual orientation, religion, or disability in addition to race, color, and national origin.

#### b. Strategies to Accomplish Outcomes

CRS strategies include providing conflict resolution services to accomplish the outcomes. These conciliation services include mediation, facilitation, training, and consulting. Training programs include the Law Enforcement Mediation Skills (LEMS) and Anti-Racial Profiling Programs; Arab, Muslim, and Sikh (AMS) Cultural Awareness Program; the Self-Marshaling Assistance and Training Program, and the City Problem Identification and Resolution of Issues Together (City SPIRIT) program. [See Section IV for detailed descriptions of CRS strategy programs.] These strategies are specifically designed to assist states, local communities, and tribal governments in resolving violence and conflict. CRS has been working collaboratively with four major customer groups: (1) investigative and law enforcement agencies; (2) courts, state, local and tribal governments, and federal agencies, including U.S. Attorneys, FBI, various components of the Department of Justice, Department of Housing and Urban Development, Department of the Interior, Department of Transportation/Transportation Security Administration, Department of Education, and domestic immigration officials; (3) schools, colleges, and universities; and (4) community groups and other organizations to assist and resolve racial conflict and to help communities develop the ability to more effectively prevent and respond to alleged violent hate crimes on the basis of actual or perceived race, color, national origin, gender, gender identity, sexual orientation, religion, or disability.

CRS develops strategies that focus on bringing together the energy of community leaders, organizations, and citizens to work towards crime-prevention and providing safe neighborhoods and communities for all Americans through cooperation and coordination with other Department of Justice components. CRS does not investigate or prosecute. Rather, CRS provides comprehensive services that empower communities to help themselves and maximize the federal investment at the local level through capacity building. It does so in confidence and with impartiality. By facilitating dialogue, mediating agreements, providing technical assistance and increasing cultural understanding, CRS conducts services in response to conflicts or incidents that, left unaddressed, may escalate to violent hate crimes.

To serve all the different jurisdictional areas including the ones more recently mandated by the 2009 Matthew Shepard Hate Crimes Prevention Act, CRS must continue to monitor hate crimes, conduct outreach work, and provide service. Given the continuing technology revolution and the need to serve youth, CRS continues to utilize different technology platforms to meet its mandate. CRS also continues to utilize and develop innovative conflict resolution approaches to meet the changing needs of the communities we serve.

In order to fulfill the strategic goals of the Agency, the CRS management team will continue to stress contemporary mediation skills development, conflict resolution tools, education, programs, outreach, technical assistance, accountability, adherence to performance work plans, and affirmation of a merit award system for outstanding work. CRS' success can be evaluated on how well its services assist communities in need, contributing to the Department's Conflict Resolution and Violence Prevention Activities. In addition, CRS is gauged on its success in keeping the peace in cities throughout the country when events occur that have the potential to escalate into major riots or violence. CRS continues to evaluate new methods for measuring the Agency's success, always aiming to improve upon its service delivery to American communities.

## V. Program Increases by Item

**Item Name:** Hate Crime Prevention and Response

Budget Decision Unit(s): Conflict Resolution & Violence Prevention Activities

Strategic Goal(s) & Objective(s): **Strategic Objective 2.5:** Promote and protect Americans' civil rights.

Organizational Program: Community Relations Service

Component Ranking of Item: 1 of 4

Program Increase: Positions   8   Atty   0   FTE   4   Dollars  \$557,000 

### Description of Item

CRS is requesting an enhancement of 8 positions, 4 FTE, and \$557,000, in order to successfully fulfill its expanded mandate under the Hate Crimes Prevention Act (HCPA). The additional resources include personnel and non-personnel support, including training, travel, and publications, which will increase regional staff by 6 conciliators in the field and 2 staff member at Headquarters, and allow CRS to successfully carry out its mission.

### Justification

The addition of 6 regional conciliators and 2 HQ staff members will maximize crisis response, conflict resolution and violence reduction throughout the United States. This enhancement will allow CRS to fulfill its statutory mandate pursuant to Title X of the Civil Rights Act of 1964 as well as its mandate pursuant to the Shepard and Byrd, Jr. Hate Crimes Prevention Act.

The HCPA has dramatically increased CRS' workload as well as training and travel expenses. Congress anticipated the increase in demand for CRS services in the text of the statute: "There are authorized to be appropriated to the Department of Justice, including the Community Relations Service, for fiscal years 2010, 2011, and 2012 such sums as are necessary to increase the number of personnel to prevent and respond to alleged violations of section 249 of title 18, United States Code, as added by section 4707 of this division." (P.L. 111-84, §4706).

As detailed above, the HCPA has transformed CRS from a component focused on working with communities to prevent and respond to community tension related to alleged discrimination on the basis of race, color, and national origin to a component that is responsible for helping communities address and prevent conflict on the basis of gender, gender identity, sexual orientation, religion, and disability in addition to race, color, and national origin. The passage of the HCPA will also likely mean an increase in CRS caseload associated with responding to alleged hate crimes on the basis of race, color, or national origin, as the statute removes the former prerequisite showing that the victim was participating in a federally protected act. This, combined with an increase in reports of alleged hate related activity on the basis of race, color, or national origin associated with immigration issues, means a significant increase in demand for CRS in our historical areas of jurisdiction as well.

Responding to this increase in community need and demand is no small task, as CRS is the only federal agency exclusively dedicated to assisting state and local units of government, private and public organizations, community groups, and other federal agencies with preventing and resolving racial and ethnic tensions, conflicts, and civil disorders. CRS is uniquely qualified to fulfill its new mandate, as CRS is an expert at bringing law enforcement officials, advocacy groups, and individual community members to the table in a way that creates lasting racial stability and harmony and enables those communities to address future conflicts without outside assistance. Nevertheless, as the HCPA noted, CRS will need significant resources to build the staff and expertise necessary to cover these new jurisdictional areas and to fulfill this broader mandate. The agency will require increased travel funds to continue to effectively help communities prevent and respond to violent hate crimes committed on the basis of gender, gender identity, sexual orientation, religion, disability, race, color, and national origin

#### Impact on Performance

The additional 8 positions dedicated to HCPA will maximize CRS' crisis response across the entire United States and enable it to fulfill its historical mandate pursuant to Title X of the Civil Rights Act of 1964 as well as its mandate pursuant to the Shepard and Byrd, Jr. Hate Crimes Prevention Act. These positions will allow CRS to increase HCPA prevention and response by a minimum of 50 cases and at maximum of 100 cases per year.

The increase will also have a significant and positive impact on other components. By virtue of its mission and role, CRS is likely to be the first DOJ component that is in a community during a public controversy that may include issues involving other federal components and agencies and state and local governments and agencies. As a result, CRS may be able to help define the public perception of the Department's overall responsiveness and assist other components in gaining successful entry into the community in the context of elevated levels of controversy regarding policy changes. This entry may be facilitated through CRS dialogues or community forums where agencies and components can introduce themselves and explain their services in a manner that allows the public to understand why investigations or other processes may take longer than they would prefer.

Base Funding

FY 2014 Enacted				FY 2015 Enacted				FY 2016 Current Services			
Pos	agt/ atty	FTE	\$(000)	Pos	agt/ atty	FTE	\$(000)	Pos	agt/ atty	FTE	\$(000)
			1,800				1,838	8		4	1,901

Type of Position/Series	Modular Cost per Position (\$000)	Number of Positions Requested	FY 2016 Request (\$000)	FY 2017 Net Annualization (change from 2016) (\$000)	FY 2018 Net Annualization (change from 2017) (\$000)
Conciliation Specialist GS-9	77	2	77	89	25
Conciliation Specialist GS-11	82	4	165	90	24
Conciliation Specialist GS-12	98	2	98	121	20
<b>Total</b>	257	8	340	300	69

Non-Personnel Item	Unit Cost	Quantity	FY 2016 Request (\$000)	FY 2017 Net Annualization (change from 2016) (\$000)	FY 2018 Net Annualization (change from 2017) (\$000)
Non- Payroll Services			217	28	0
<b>Total Non-Personnel</b>			217	28	0

Total Request for this Item

	Pos	Agt/ Atty	FTE	Personnel (\$000)	Non-Personnel (\$000)	Total (\$000)	FY 2017 Net Annualization (change from 2016) (\$000)	FY 2018 Net Annualization (change from 2017) (\$000)
Current Services	8		4	1,268	633	1,901	N/A	N/A
Increases	8		4	339	217	557	328	69
<b>Grand Total</b>	16		8	1,607	850	2,458	328	69

**Item Name:** CRS Training Academy

Budget Decision Unit(s): Conflict Resolution & Violence Prevention Activities

Strategic Goal(s) & Objective(s): **Strategic Objective 2.5:** Promote and protect Americans' civil rights.

Organizational Program: Community Relations Service

Component Ranking of Item: 2 of 4

Program Increase: Positions   0   Atty   0   FTE   0   Dollars  \$240,000 

Description of Item

CRS is requesting an enhancement of \$240,000 to support a consulting services contract or cooperative agreement to develop an Academy curriculum, to conduct three regional seminars, and to research and publish best practice materials that will lead to the creation of CRS trained local emissaries who will have a fundamental capacity to engage in proven dispute resolution activities. CRS would utilize the CRS website and the internet to extend the reach and usage of curriculum, seminars, research, and best practices. Thus, broadening CRS reach and further CRS' mission in a cost-effective manner.

Justification

The CRS Academy will be a CRS developed and administered resource intended to engage state and municipal officials, law enforcement executives, and community leaders in learning and applying dispute resolution and problem-solving techniques for the purpose of developing sustainable local capacity to reduce tensions, prevent violence, and resolve CRS jurisdictional conflicts.

The Academy approach will: (1) enable CRS to direct its resources toward the most vulnerable, highest priority populations while still positively impacting a broad range of communities; (2) expand CRS' reach to communities beyond current fiscal limitations; (3) convene leaders from multiple relevant disciplines in the development of best practices that will result in a higher level of service provision and practices that can be replicated in other communities.

The academy will include establishing an array of online resources, and conducting three regional, day-long seminars for local officials and community leaders, and the subsequent development of best practice materials to serve as references for other communities.

Impact on Performance

This initiative furthers the Department's mission to ensure public safety and to ensure fair and impartial administration of justice for all Americans. Essentially, the Academy shall aim to establish CRS Ambassadors who will have an understanding of the techniques and processes needed to resolve racial, national origin, and hate related threats to their communities.

Base Funding

FY 2014 Enacted				FY 2015 President's Budget				FY 2016 Current Services			
Pos	agt/atty	FTE	\$(000)	Pos	agt/atty	FTE	\$(000)	Pos	agt/atty	FTE	\$(000)
<u>0</u>		<u>0</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>0</u>

Non-Personnel Item	Unit Cost	Quantity	FY 2016 Request (\$000)	FY 2017 Net Annualization (change from 2016) (\$000)	FY 2018 Net Annualization (change from 2017) (\$000)
CRS Training Consultants			240	N/A	N/A
Total Non-Personnel			240	N/A	N/A

Total Request for this Item

	Pos	Agt/Atty	FTE	Personnel (\$000)	Non-Personnel (\$000)	Total (\$000)	FY 2017 Net Annualization (change from 2016) (\$000)	FY 2018 Net Annualization (change from 2017) (\$000)
Current Services							N/A	N/A
Increases					240	240	N/A	N/A
Grand Total					240	240	N/A	N/A

**Item Name:** Collaborative Community Strengthening Initiative

Budget Decision Unit(s): Conflict Resolution & Violence Prevention Activities

Strategic Goal(s) & Objective(s): **Strategic Objective 2.5:** Promote and protect Americans' civil rights.

Organizational Program: Community Relations Service

Component Ranking of Item: 3 of 4

Program Increase: Positions   10   Atty   0   FTE   5   Dollars  \$775,000 

Description of Item

CRS is seeking funds to hire and deploy staff to provide conciliation services (mediation, facilitated dialogues, training, and consultation on issues of police-community reconciliation) in a broad range of communities throughout the United States. This request is supportive of the goals of President's *My Brother's Keeper Initiative* and the proposal for the *National Initiative for Building Community Trust and Justice*. The request for \$775,000 will fund the hiring of 10 Conciliation Specialist positions, and it will provide the needed resources for their base-level training and travel to the cities and towns where they will provide services.

Justification

CRS plans to work directly with community leaders, local government officials, and local law enforcement executives to engage them in collaborative efforts to build and repair relationships between these entities. The core of both of these initiatives is effective engagement with disenfranchised communities, and CRS has been identified as a critical component in the implementation process for both.

The Conciliation Specialist dedicated to the National Initiative for Building Community Trust and Justice will engage communities in the process of collaboratively developing strategies and policies intended to strengthen at-risk communities and build mutual trust and respect between the communities and local officials.

In order to leverage the Department of Justice involvement in this area, this initiative is operated as a partnership among the Office of Justice Programs (OJP), the Community Oriented Policing Services (COPS) Office, Office on Violence Against Women (OVW), and Community Relations Service (CRS). The initiative involves multiple activities, including managing pilot sites; establishing an information clearinghouse; conducting research; translating research for practitioner audiences; and developing strategies to further the public discourse about procedural justice, reducing bias, and supporting racial reconciliation as a means to build community trust.

The program will begin with five pilot sites that will receive comprehensive and focused services from various Department components. The pilot sites will then transition into model programs that inform the efforts of other cities that replicate the practices throughout the country. CRS

will work in the five pilot sites, and will provide direct service to numerous other communities across the country as they replicate the practices of the pilot sites.

Additionally, CRS will be providing direct services to communities throughout the country as it seeks to address persistent opportunity gaps faced by boys and young men of color and ensure that all young people can reach their full potential.

Through this initiative, the Administration is joining with cities and towns, businesses, and foundations who are taking important steps to connect young people to mentoring, support networks, and the skills they need to find a good job or go to college and work their way into the middle class. A significant aspect of the initiative will include work related to engaging professionals from various disciplines, community-based organizations, law enforcement, and local government agencies in the problem-solving process, and CRS' newly hired Conciliators will be actively engaged in this work.

Conciliation Specialists would travel throughout the country to facilitate dialogues and conversations to engage these professionals. Community engagement is critical to assess the problems, develop solutions, and collaboratively implement them. CRS would provide training for the groups and create a cadre of designated dialogue facilitators. Effectively supporting these initiatives as stipulated, while maintaining its baseline services requires CRS be allocated these additional resources. CRS currently has 43 staff members who provide conciliation services throughout the country and administratively manage the organization. The increase in workload called for under these two initiatives simply cannot be accomplished effectively without additional staff and the funding of their travel to conduct the work.

#### Impact on Performance

These initiatives will further the Department's mission to ensure public safety and to ensure fair and impartial administration of justice for all Americans. CRS will be responsible for facilitating aspects of the initiative related to in-depth community engagements that support DOJ Strategic Goal 2.5, and goal's under the Attorney General's SMART Initiative that call for ensuring the protection of vulnerable populations. This shall include, but will not be limited to: working between officials and community leaders of the pilot sites to mediate agreements regarding their commitment to the program and related details on how all parties will work collaboratively; providing on-site support and conciliation services as communities and local agencies plan and implement racial reconciliation processes and measures to address bias and procedural justice; and administering conflict resolution tools related to issues that emerge regarding racial tension, police legitimacy and law enforcement-community relations.

Base Funding

FY 2014 Enacted				FY 2015 President's Budget				FY 2016 Current Services			
Pos	agt/ atty	FTE	\$(000)	Pos	agt/ atty	FTE	\$(000)	Pos	agt/ atty	FTE	\$(000)
0	0	0	N/A	0	0	0	N/A				N/A

Type of Position/Series	Modular Cost per Position (\$000)	Number of Positions Requested	FY 2016 Request (\$000)	FY 2017 Net Annualization (change from 2016) (\$000)	FY 2018 Net Annualization (change from 2017) (\$000)
Conciliation Specialist GS-11	82	5	205	265	55
Conciliation Specialist GS-13	116	5	290	320	45
Total Personnel	198	10	495	585	100

Non-Personnel Item	Unit Cost	Quantity	FY 2016 Request (\$000)	FY 2017 Net Annualization (change from 2016) (\$000)	FY 2018 Net Annualization (change from 2017) (\$000)
Non- Payroll Services			280	150	0
Total Non- Personnel			280	150	0

Total Request for this Item

	Pos	Agt/ Atty	FTE	Personnel (\$000)	Non- Personnel (\$000)	Total (\$000)	FY 2017 Net Annualization (change from 2016) (\$000)	FY 2018 Net Annualization (change from 2017) (\$000)
Current Services								
Increases	10		5	495	280	775	735	100
Grand Total	10		5	495	280	775	735	100

**Item Name:** Law Enforcement Organizational Change Initiative

Budget Decision Unit(s): Conflict Resolution & Violence Prevention Activities

Strategic Goal(s) & Objective(s): **Strategic Objective 2.5:** Promote and protect Americans' civil rights.

Organizational Program: Community Relations Service

Component Ranking of Item: 4 of 4

Program Increase: Positions   0   Atty   0   FTE   0   Dollars  \$200,000 

#### Description of Item

CRS is requesting an enhancement of \$200,000 to support a consulting services contract or cooperative agreement to provide in-depth consultation and guidance to local law enforcement agencies who are party to potentially violent, public safety degrading conflicts with minority communities.

#### Justification

The Law Enforcement Organizational Change Initiative is intended to be a means of offering the needed level of guidance and support to the law enforcement agency as they seek to make advancements. Specifically, the initiative will provide four local law enforcement agencies with up to three, two-day consultative or training sessions to address their unique organizational change needs, as they relate to a CRS case. The initiative will also provide for up to eighty hours of research and resource development, per law enforcement agency, in support of providing the needed expert guidance.

These services will be provided through reimbursable agreements with DOJ components such as the Civil Rights Division, Office of Justice Programs, and the Office of Community Oriented Policing Services, or through cooperative agreements with organizations such as the Police Executive Research Forum, Major Cities Chiefs, the International Association of Chiefs of Police, etc. A determination of what resources are needed will be made by CRS and the law enforcement agency during a CRS initiated case.

Examples of cities where such a resource was needed, but unavailable, includes recent high profile cases in Sanford, FL.; Miami Beach, FL.; Dubuque, IA., Albuquerque, N.M.; Calumet City, IL.; East St. Louis, IL. Fayetteville, N.C.; Spokane, WA.; Seattle, WA.; and Newburgh, N.Y., just to name a few.

These funds will be used to research the issue in which guidance is needed in the four cities served under the initiative, to have subject matter experts conduct up to three site visits per city, to develop and provide any needed training, and to research and develop resulting best practice resources for other cities facing similar organizational change needs.

### Impact on Performance

Approximately seventy five percent of CRS cases stem from instances where the real or perceived actions of a local police or sheriff's department resulted in conflict, or their intervention is required to effectively resolve a conflict. CRS is highly effective in addressing these conflicts as they present and reduce the potential for initial violence. While engaging in the conciliation process it is often determined that the need for sustainable change must be anchored through self-implemented organizational changes within the local law enforcement agency. Moreover, it is not uncommon for there to be an understanding and willingness on the part of local law enforcement to drive internal changes that would prevent future conflicts. However, it is also not uncommon for the local department, particularly in the case of mid-sized and small departments, to need expert guidance to affect the needed change. This need, while directly related to CRS' work, exceeds CRS' capabilities.

Base Funding

FY 2014 Enacted				FY 2015 President's Budget				FY 2016 Current Services			
Pos	agt/ atty	FTE	\$(000)	Pos	agt/ atty	FTE	\$(000)	Pos	agt/ atty	FTE	\$(000)
<u>0</u>		<u>0</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>0</u>

Non-Personnel Item	Unit Cost	Quantity	FY 2016 Request (\$000)	FY 2017 Net Annualization (change from 2016) (\$000)	FY 2018 Net Annualization (change from 2017) (\$000)
Law Enforcement Consultants			200	N/A	N/A
Total Non-Personnel			200	N/A	N/A

Total Request for this Item

	Pos	Agt/ Atty	FTE	Personnel (\$000)	Non-Personnel (\$000)	Total (\$000)	FY 2017 Net Annualization (change from 2016) (\$000)	FY 2018 Net Annualization (change from 2017) (\$000)
Current Services								
Increases					200	200	N/A	N/A
Grand Total					200	200	N/A	N/A