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# **Final Report of the Governor's Task Force on Violence and Extremism**

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*"If a youngster paints a swastika on a synagogue and says "I do not know what that symbol means." then we must educate.*

*If a cross is burned on a family's lawn and the perpetrator says "I do not know what that symbol means." then, again, we must educate.*

*If, however, these acts are committed and the perpetrator understands exactly what has been done, then we have failed."*

Harry Hughes, Governor

104223



January 1, 1987  
**HARRY HUGHES**  
Governor  
State of Maryland

# ***Final Report of the Governor's Task Force on Violence and Extremism***

104223

U.S. Department of Justice  
National Institute of Justice

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Maryland Governor's Task Force on  
Violence and Extremism

U.S. Department of Justice, National Institute of Justice

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January 1, 1987  
**HARRY HUGHES**  
Governor  
State of Maryland



HARRY HUGHES  
GOVERNOR

STATE OF MARYLAND  
EXECUTIVE DEPARTMENT  
ANNAPOLIS, MARYLAND 21404

January, 1987

MESSAGE TO THE CITIZENS OF MARYLAND:

Racial, ethnic and religious harmony and toleration are enduring, fundamental ideals long advanced by persons of goodwill in the State of Maryland. In order to ensure that this atmosphere of respect and fair treatment will be nurtured in our present day and continued for future generations, I established the Task Force on Violence and Extremism in March 1981 and gave it the highest priority to carry out its mission.

Since then we have accomplished many changes in Maryland law and in the internal operations of numerous State agencies. Funds have been committed for the founding of the National Institute Against Prejudice and Violence. Cooperation at all levels has been especially welcome and important. Much has been accomplished in a short time.

As private and public leaders in our cities, counties and State, we must move from fearing that our voices will inflame to the realization that we must speak out against racially, religiously and ethnically motivated acts of bigotry, violence and intimidation. Silence, as history has shown us, does condone.

Maryland, throughout its 352 years of settlement, can document its struggles to ensure the rights and freedom of all of its citizens. It is important that we not only maintain this identification, but that we protect, ensure and enhance its legacy.

Sincerely,

*Harry Hughes*  
Governor

# Governor's Task Force on Violence and Extremism

**Constance Ross Beims—Chair**  
Governor's Appointments Officer

**The Honorable Stewart Bainum, Jr.**  
Senate of Maryland

**Colonel George B. Brosan**  
Superintendent, Maryland State Police

**David L. Glenn**  
Director, Human Relations Commission

**The Honorable Barbara A. Hoffman**  
Senate of Maryland

**The Honorable Paula C. Hollinger**  
Maryland House of Delegates

**Dr. David W. Hornbeck**  
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Former Maryland State Senator

**Howard Bluth**  
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Former Director, Juvenile Services  
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**Colonel Thomas S. Smith**  
Former Superintendent, Maryland State  
Police

**Edwin R. Tully**  
Former Deputy Secretary of Public  
Safety and Correctional Services



HARRY HUGHES  
GOVERNOR

STATE OF MARYLAND  
EXECUTIVE DEPARTMENT

GOVERNOR'S TASK FORCE ON VIOLENCE AND EXTREMISM

STATE HOUSE, ROOM 208  
ANNAPOLIS, MARYLAND 21404  
(301) 269-3006

January, 1987

The Honorable Harry Hughes  
Governor of Maryland  
The State House  
Annapolis, Maryland 21404

Dear Governor Hughes:

The Governor's Task Force on Violence and Extremism is pleased to submit to you the Final Report of the Task Force.

When it was constituted in March 1981, the Task Force was given the following responsibilities:

- I. Assess the internal structure of Maryland State Government to make certain the State does not condone or tolerate acts of intimidation or bigotry.
- II. Develop an effective system of law enforcement, human relation and educational programs to address this issue including the establishment of a standardized system of identifying and reporting racial, religious and ethnic acts of intimidation, bigotry or violence throughout the State.
- III. Pursue programs and changes in the areas of victim assistance, education and prevention.

Since the inception of the Task Force, progress has been made in all of the above areas.

The Task Force is keenly aware that all of its goals were not accomplished. This aberration in our State and our society has not dissipated. It lingers and flashes. The civil harmony and toleration which are goals of each of us continue to be elusive.

We do believe, however, that our existence as a Task Force over these past six years has made it possible for our State, its employees who protect and enforce the law, its educators and its citizens to have the tools, the training and the law to prevent, if possible, or respond, if necessary, in a way that says clearly "The State of Maryland does not tolerate or condone any intimidating act that is racially, religiously or ethnically motivated."

Our efforts, recognized nationally as the model for other states' efforts, have resulted in the establishment of the National Institute Against Prejudice and Violence. We have been honored to share the Maryland experience to help other state governments in their pursuit of good prevention measures and appropriate responses should incidents occur.

It is my privilege to express to you the Task Force's appreciation and respect for your resolve and leadership on this issue. We thank you for the encouragement and direction you have provided to make certain that State government does not condone or tolerate these ethnically, racially or religiously motivated acts of violence and intimidation which diminish each of us, personally, and as citizens of the State of Maryland.

Sincerely,

Constance Ross Beims  
Chairperson

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## Hughes appoints task force to propose curbs on bigotry

Annapolis Bureau of The Sun  
Annapolis—Governor Hughes said yesterday it is time for public officials to speak out strongly against acts of bigotry and racism, and he has appointed a task force to study what to do about increased incidents "of violence and intimidation" against minorities.

"I don't think the citizens of Maryland can sit idly by," he said. "It's really reprehensible to think that these kinds of things can go on."

Mr. Hughes said he decided to appoint a task force after meeting with community leaders who complained of acts such as cross-burnings, ethnic slurs and attacks, and religious intolerance.

"It's becoming a very disturbing course of events," the governor said at his press conference. "There's a rapid increase in acts of violence racially motivated by bigots. I'm convinced the vast majority of Marylanders do not approve of these kinds of things."

He said the task force, composed mostly of the heads of various state agencies, will meet monthly to try to determine what the state government can do to prevent such acts and offset their effects.

## Hughes Speaks Out Against Acts of Violence, Extremism, Bigotry

Governor Harry Hughes has told Congress that public officials in Maryland and throughout the nation must "speak out" against violence which is motivated by racial or religious hatred.

"We all know that history has shown when (these incidents) are responded to by silence, drastic things occur," Hughes said in his November 12 appearance in Washington.

The Governor told a House Judiciary Subcommittee on Criminal Justice that Maryland has been monitoring these incidents through a Governor's Task Force on Violence and Extremism.

Members of the subcommittee praised the state of Maryland as "a model for the nation" in responding to these incidents and urged the state to continue its efforts.

Governor Hughes said the goal is "to make people aware of what is going on."

"We believe sincerely that the overwhelming majority of people in Maryland and throughout the country do not condone these acts of violence, extremism or bigotry."

# Introduction

## Need Statement

In March of 1981 the Governor of Maryland, Harry Hughes, met with a group of community leaders who expressed concern over the intolerable increase of acts of violence and intimidation in our State and the nation. This group represented the Baltimore Jewish Council, the National Conference of Christians and Jews, the State Human Relations Commission, the Baltimore City Human Relations Commission, the Baltimore Urban League and the National Association for the Advancement of Colored People. These organizations and others had combined already to form a statewide private sector coalition, the Coalition Opposed to Violence and Extremism (COVE), in response to the growth of hate extremism in the late 1970's and early 1980's.

In that meeting, the Governor was briefed on the incidents known to members of this Coalition—the bombing of a rabbi's car, swastikas on synagogues, cross-burnings on citizens' lawns, persistent harassment of individuals because of their race, creed or ethnic background. Many of these incidents had not been reported to law enforcement agencies. In many cases, the individual or the affected communities were aware of the incidents but they had not been treated as serious or of consequence by the community at large. The Coalition had come to meet with the Governor to ask his assistance in addressing this rising tide of intimidation and bigotry.

The national counterparts of many members of the Coalition were aware that this increase was not a Maryland anomaly, that it was happening in every state in the country. The U.S. Department of Justice noted a 550% increase in cases related to incidents generated by the Ku Klux Klan from 1978 to 1980. The Anti-Defamation League of B'nai B'rith recorded 377 anti-Semitic incidents in 1980 and 974 in 1981, an increase of 160%.

The Coalition, in its meeting with the Governor, identified 129 incidents in our State alone in a nine-month period.

As a result of that meeting, Governor Hughes established the public sector counterpart to COVE through an Executive Letter dated March 31, 1981—the Governor's Task Force on Violence and Extremism.

In developing the appropriate membership for this responsibility, the Governor appointed the heads of every agency in the Executive Branch whose departments, in any way, could contribute through education, prevention, victim assistance or law enforcement.

The Legislative Branch was asked to participate. As a result, a member of the House and a member of the Senate of the General Assembly of Maryland were appointed as members. In 1982, the representation was increased to two members from each.

## *Introduction*

Upon hearing of the Task Force's creation, the Chief Judge of the District Court of Maryland, the Honorable Robert F. Sweeney, notified the Governor's Office of his interest in serving.

As a result of this interest and concern, the Task Force, since its inception, has had full participation by all three branches of Maryland Government.

Governor Hughes, in his letter establishing the Task Force, gave the following charges:

- (1) Assess the internal structure of Maryland State government to make certain the State does not condone or tolerate acts of intimidation or bigotry;*
- (2) Develop an effective system of law enforcement, human relations and educational programs to address this issue, including the establishment of a standardized system of identifying and reporting racial, religious and ethnic acts of intimidation, bigotry or violence throughout the State;*
- (3) Pursue programs and changes in the areas of victim assistance, education and prevention.*

The Task Force was charged with implementing administrative and programmatic changes, as were feasible, during the existence of the Task Force, and if necessary, recommending changes in the Laws of Maryland.

The need for such a task force became clearer as the work began. The Task Force quickly became the coordinating force for education, law enforcement, human relations, and victim assistance.

This group of public officials who, together, were trying to find a way for Maryland to prevent or respond to these incidents, found that their few successes made the Task Force the source of information and assistance for other parts of the country.

The Governor made clear that the Task Force would not be a paper producer. Its work was to examine, review, make recommendations for change and, if necessary, help to effect that change, either administratively or legislatively.

## **Task Force Approach**

In beginning its responsibilities, the Task Force developed a problem statement that would serve as a touchstone as it pursued the charges presented by Governor Hughes.

The Problem Statement and the Goals and Objectives of the Task Force were refined as follows:

### **Problem Statement:**

Amply documented and compelling evidence attests to a recent and continuing increase in the number of overt acts of violence and intimidation aimed at specific racial, ethnic and religious groups reported in our State. Activities such as cross-burnings, swastika displays and vandalistic desecrations of religious sanctuaries are symptomatic of the existence in our State of attitudes directly contradictory to the fundamental principles of American democracy. While it is believed that the number of Maryland citizens consciously holding or tolerating such attitudes is small, their existence imperils the free exercise of our common rights and urgently requires a prompt and democratic response.

## **Goals and Objectives:**

- (1) Determine, with all possible accuracy, through the use of appropriate surveys and studies, the dimensions of the problem of racial, religious or ethnic bias or hatred in Maryland.
- (2) Design and implement an intelligent and effective public education project to sensitize our citizens to the dangers of extremism however overt or subtle its manifestations.
- (3) Involve every appropriate agency of State or local government in the development and implementation of a standardized system of reporting each and every incident of violence or intimidation of a racial, religious or ethnic nature.
- (4) Develop and publicize the appropriate procedures and programs to provide timely and effective assistance to the victims of violence or intimidation of a racial, religious or ethnic nature.
- (5) Employ the combined resources of law enforcement agencies, human relations commissions and the religious and educational communities to create a statewide information service and speakers bureau readily accessible to civic, community and business groups to actively promote tolerance and understanding across Maryland.

The final report addresses the efforts of the Governor's Task Force to attain these goals and objectives, thereby achieving some resolution of the problem statement.

The Task Force met monthly for the first three years of its existence. In the last three years the members convened every other month. A subcommittee structure was utilized frequently for research, investigation, analysis or review of issues for presentation to the full Committee for action.

In addition to using meetings to conduct the business of the Task Force, individuals, agencies and organizations with special knowledge or programming in this area were invited to make presentations to the Task Force. In many cases, these presentations provided solid examples of very positive and productive programs which had been implemented in some subdivisions in our State; in other presentations, we achieved a deeper understanding of the "why" behind the acts.

The Governor also recognized that it was important for him to provide sound, unwavering leadership on this issue. In 1981, Harry Hughes, in his Law Day address before the Maryland Bar Association, denounced these acts and called on every elected and appointed official in the State of Maryland to join in this effort.

The first tendency had been not to speak out, not to give legitimacy to these abhorrent acts through public acknowledgement. There has been, however, a growing consensus that silence condones. Hence we have moved from fearing that our voices inflame to the realization that the public and private leaders in our communities, counties and State must speak out frequently and forcefully.

The Task Force would like to specifically acknowledge the efforts of the Honorable Charles Gilchrist, Montgomery County Executive; the Honorable Donald Hutchinson, Baltimore County Executive; the Honorable Thomas Barranger, former Harford County Executive; and, most recently, the public statements by the Honorable Ronald Bowers, Washington County Commission President. Each of these officials has had situations in their jurisdictions where individual decisions to denounce these acts publicly may have made a positive difference in their communities' responses to racially, religiously or ethnically motivated acts of bigotry.

## *Introduction*

The Task Force also held public hearings in most areas of the State. These meetings involved local law enforcement agencies, educational leaders, and the business, civic and religious leaders of that area of the State.

The Task Force members have made themselves available for six years to address this issue in many forums. They have served tirelessly as moderators and participants on panels in Maryland and across the country. They have appeared on television and radio to discuss Maryland's efforts. They have testified in the Congress of the U.S., before a Senate Committee in the State of Washington, and provided technical assistance to jurisdictions within Maryland and throughout the country.

Therefore, in addition to the methodical approach as developed in the Goals and Objectives, the Task Force members gave hundreds of hours to educating and helping—from presenting Maryland's systematic approach to the issue to providing personal assistance to individual victims of these heinous acts.

The Task Force approach is further delineated by subject area throughout this final report.

## Resurgence In Apparent KKK Activities Seen

Ku Klux Klan-like activities in certain portions of eastern Baltimore County—especially Essex, Eastwood, and Colgate—have apparently increased in number and visibility during recent weeks.

Fact: On Sunday morning, Sept. 20, a large white bedsheet bearing the red letters 'KKK' was found flying from the flagpole of the Eastwood Center on Westham way.

Fact: In the afternoon of Sept. 21, police discovered a note taped to the front door of a home in the 7900 block Gough street in Colgate which read: "you are being watched by the knights of the ku klux klan."

Fact: Around 10:30 p.m. on Saturday, Sept. 25, a 60-year-old black resident of Maple avenue in Hyde Park heard a window shatter, then looked outside to see a huge cross burning on his property.

Although many of the acts committed seem random and unrelated, one black family has been the target of repeated vandalism and threats since they moved into their Colgate row house.

## Minority Harassment Nearly Doubled in '82

Despite optimistic reports last week that anti-Semitic incidents have declined around the country, a significant increase of incidents directed against Jews as well as blacks, Asians and others occurred in Montgomery County in 1982.

The Montgomery County Human Relations Commission, which keeps statistics on harassment, vandalism, assaults and cross burnings, reported 184 incidents last year, nearly double 1981's figure of 98.

# Background

## Nature of the Problem

Legal statutes are helpful in a court of law, but cannot, by themselves, reverse years of intolerance and hatred. We can prohibit segregation in public places through legislation, but we cannot legally mandate harmony between the individuals of our various racial, religious and ethnic groups.

One contributing factor to the successes of the civil rights movements of the 1950's and 1960's was the fact that many thousands of white Americans were, for the first time since the Civil War, sensitized to the truly dehumanizing effects of segregation and discrimination. Their revulsion, when exposed to the atrocities of their own prejudice, energized them to join the push for equality in America.

Since then, however, a sense of complacency has settled on white America. The battle for civil rights was fought and won; therefore, hatred and bigotry must belong to the past.

Yet, prejudice is very much alive and well in the United States. Beyond the issues of equal opportunity in housing and education, affirmative action, and minority economic development which dominate the headlines in discussions of civil rights, there lurk the overt, consciously perpetrated, acts of hate extremism which devastate individual victims and entire communities and, indeed, diminish all of us.

It is this renewed aspect of prejudice and violence with which the Task Force has concerned itself during its six-year life. Many of these incidents are never reported to the police, much less the press, because of the fear experienced by the victims. Yet they are very real, and the scars they leave are permanent and deep.

*On March 10, 1982, a white male student at the University of Maryland approached a Jewish female student sharing his dormitory, said "Hell Hitler," and shot her five times with a BB gun. Shortly thereafter, in an underground student newsletter, the perpetrator was praised and named its "Man of the Month". The newsletter also expressed that the perpetrator should "next time . . . use a flame-thrower".*

*In September, 1985 an elderly Jewish congregation arrived at its synagogue for morning service to find swastikas painted on the outside of the building and the locks and doors to the temple glued shut. One member of the congregation suffered a severe heart attack.*

## Background

*In April of 1986, three white men and a white woman broke into a boat, stole tools and materials to erect a cross, then burned it across from the home of the sole black family living on Tilghman's Island on Maryland's Eastern Shore.*

*After a series of incidents including the throwing of fireworks at their house, a black couple who had moved into a mostly white neighborhood were wakened at 1:50 A.M. the morning of October 16, 1985 by three white men shouting racial epithets outside their home. Having been told to go home the men quieted down, then implored the husband to open the door. When he complied, the three men burst in, striking his wife and pushing her onto the bannister. The husband, frightened, ran into the kitchen, grabbed a kitchen knife and struck at two of the men. He then called the police emergency number. The three white men then brought charges of assault, one with intent to murder, against the black man. Shortly thereafter, his son was shot by a white boy with a BB gun. Seven months later, the husband was acquitted of the charges.*

*On July 31, 1982 three white men entered a donut shop and asked if a certain black man worked there. When the counter girl replied that he did, one of the men gave her a KKK card and said "We'll get him."*

*On August 12, 1985, the Islamic Educational Center in Rockville, Maryland was vandalized. The "vandals broke windows and spray-painted derogatory racial slurs throughout the vacant building. One statement read 'Go home Arab Fags.' Another written on the front door read 'Doorway to Hell', police said."*

*A young black couple has lived in fear ever since 1977 when a cross was burned on their front lawn. Although the perpetrator was caught and convicted, friends no longer visit them at night and they have moved their daughter out of the front bedroom for fear "something will be thrown through the front window and hurt her." The perpetrator also pleaded guilty to mailing a death threat to Coretta Scott King and manufacturing pipe bombs and burning crosses at a synagogue and a Jewish Center in College Park.*

The scope of these incidents varies widely, from childish name-calling to murder. But they all share a common nature: an inability to accept differences in others, the human tendency to stereotype carried to the extreme, the need to scapegoat, and few inhibitions in overtly and actively demonstrating hatred. Perhaps this last factor is the most important in learning to prevent and control hate extremism. For while most of us harbor some vestige of prejudice, often even unconsciously, most Americans prefer not to act out their baser instincts. What, then, is the difference between those of us who do, and those who do not? This question has yet to be answered satisfactorily, but one ingredient does seem clearly linked—the perception that such behavior is either implicitly approved, or at least not actively disapproved.

A striking example of this was exhibited by the head of a Maryland KKK faction, during a radio interview on WBAL in the spring of 1985. He indicated that Ronald Reagan's Presidency was the best for the Klan in recent memory. Although President Reagan had never condoned such prejudice, apparently his silence was interpreted as implicit approval.

Imagine, then, the effect of growing up in a situation where derogatory terms are used in speaking of different races, ethnic groups, or religions, where general intolerance is the accepted mode. Unless society at large, and its leaders in particular, express distinct disapproval of acts of hate extremism, such violence may increase rapidly.

The unique nature of racially, ethnically or religiously motivated extremism, for both the victim and the perpetrator, demands that we focus much greater attention on its prevention and control than we have in the past, and that we develop structures by which to help victims overcome the special psychological wounds it inflicts. Too often, these incidents are brushed aside as either insignificant or better ignored. Moral and humane arguments aside, unless we commit ourselves to the ongoing resolution of this destructive problem, we will all eventually be victimized by it.

### **The Extent of the Problem**

As a nation, we tend to consider prejudicially motivated extremism, for the most part, a problem of the past. From time to time we may hear of a Ku Klux Klan rally held somewhere which drew more reporters and spectators than participants. We view it as an isolated incident, involving a few people, and unlikely to be repeated.

Maryland's experience clearly demonstrates, however, that KKK rallies are but the tip of the problem. They are the publicized, reported examples of much more widespread, and, in some cases, serious, incidents instigated by the hatred of one for another's race, religion or ethnicity.

For example, only two such rallies took place in Maryland in 1985. Yet, the Uniform Crime Report, compiled and issued by the Maryland State Police, reveal that at least 389 incidents of such hate extremism occurred in this State last year. This figure represents only those which were reported. How many people were victimized by intolerance but, through fear, intimidation or a sense of helplessness, chose not to inform the police is impossible to quantify. Yet, like other victimizations that carry special burdens (ie. rape or child abuse), we know that many incidents take place which are not reported. Further complicating the reporting process is the fact that many police officers may be reporting only criminal incidents. There are many forms of hate extremism which are not criminal in nature yet are still devastating to the victims, including Klan recruitment drives or verbal threats and abuse. These should be reported and acted upon as well, but often neither the victim nor the police officer is aware that such a choice is available. In short, it is unlikely that only 389 incidents took place in Maryland in 1985.

Yet in 1985 this number earned for Maryland third-place status among all states in the rise of prejudicially motivated violence and extremism, falling behind only New York and California. This would appear to indicate that Maryland is facing an unusually large problem with respect to hate extremism. However, Maryland's rate is probably no different from that of any other state with a heterogeneous population. As the only State in the nation which by law requires hate extremism to be reported, Maryland can expect to have a much higher number of incidents reported than other states. In the three years prior to the enactment of this requirement on July 1, 1981, an average of forty-six incidents were reported annually. Were such a requirement to be enforced nationally, we could expect to see similarly dramatic increases in the number of incidents reported in every state in the nation.

*On June 19, 1982 Vincent Chin, a Chinese-American, was attacked and beaten outside a nightclub in Detroit by two white men. His injuries were so severe he died four days later. The two men were former autoworkers, and witnesses said the two men thought Chin was from Japan, which they blamed for unemployment in the U.S. auto industry.*

## Background

*For over twenty years, a Jewish couple received Anti-Semitic phone calls at night from three to seven times a week. Despite numerous phone number changes, including unlisted numbers, the calls continued until two years ago, when the phone company and law enforcement officials were able to apprehend the perpetrator. Since his conviction the couple has been able to answer the phone for the first time in decades without fear of religious harassment.*

*In November 1981 ten policemen in Houston were suspended with pay after being charged with beating black residents of a hotel while off-duty. According to witnesses the group of white men, carrying a Confederate flag and a banner with a skull and crossbones, kicked in doors and beat residents. In the process they allegedly threw one man down a flight of stairs, cut another's head open with a flashlight, knocked out another man's tooth, and held a cocked pistol against the head of a female resident, all the while yelling racial epithets.*

*On November 27, 1982 an anti-Klan protest march in Washington, D.C. erupted into violence, causing hundreds of thousands of dollars worth of damage to local businesses, and injuring participants, onlookers, and policemen. Staged to protest a KKK march and rally, over 5,000 people joined the protest, while less than 40 people participated in the KKK activities. After throwing bricks and other objects at police and through the windows of nearby stores, protesters began looting. Eventually 38 were arrested.*

*On June 18, 1984 Alan Berg, a radio talk show host in Denver, was murdered in his own driveway as he returned home from work. He was shot at least ten times with a .45-caliber automatic weapon as he got out of his car. A member of the Aryan Nations told reporters that "whoever killed Berg 'can hold their head high' ". The perpetrator, eventually convicted of this and other crimes last year, was a member of the Aryan Nations, once its head of security.*

*"Democrats, communists and niggers shall perish under our wrath. We are the future Aryan Lords." "Paschal is now Nazi territory. You are short-lived if you return. Heed our warning. There will not be another." In 1985 these and similar messages were found distributed through Paschal High School in Fort Worth, Texas. Some were accompanied by vandalism. One was attached to a student's car that had had its windshield shot out. These incidents, including attempted fire-bombing, the manufacture and possession of illegal weapons, arson, vandalism, terroristic threats, and criminal mischief, are believed by police to have been perpetrated by "the teenage sons of affluent families, a band of high-school vigilantes" who called themselves the Legion of Doom. Members included high-school athletes and honor roll students. The group is believed to have perpetrated as many as 35 felonies in the course of their hate extremism.*

The above examples from around the nation almost certainly represent but the tip of the problem. If there is any similarity to Maryland's experience—and various surveys indicate that Maryland is by no means an exception to the norm—then the actual level of violence and extremism is much higher.

In addition, while most authorities (the FBI, Klanwatch, the Anti-Defamation League, etc.) on Ku Klux Klan and related groups agree that their official memberships are dwindling, they also concur that the level of violence is increasing significantly. Recruitment techniques are beginning to include incitements toward violence as an appropriate avenue for achieving political, religious and social goals. They are also becoming more sophisticated as evidenced by the rather elaborate computer networks operated by such groups. Independent research performed by Task Force staff using only a lower-end-of-the-scale home computer and modem, such as can be used by any school child, verified the existence and operation of five of these networks in West Virginia, Georgia, Texas, Idaho and Colorado.

While there are no firm numbers for incidents of prejudicially motivated extremism in America, the degree of concern aroused by the apparent increase has caused the United States Congress to consider instituting Uniform Crime Reporting for such acts on a national scale.

## Editorials Speaking up for peace

The Ku Klux Klan's self-avowed leader stated Saturday night that the Eastern Shore is a white neighborhood, and he vowed to keep it that way.

The Eastern Shore is no more a white neighborhood than the United States is a white country. People of all races live here.

They work together, their children go to school together, they pay taxes together, they share the marketplace together.

Saturday they prayed together, sang songs together and held hands.

The Klan's claims represent nothing more than delusions of men who long for an era that never should have existed.

The people at Mt. Calvary United Methodist Church in Preston Saturday reflected the best of today and the hopes for an even better tomorrow. The past harkened by the Klan seemed an old illness nearly forgotten.

Color lines on the Eastern Shore will not be dissolved because of Saturday's assembly in the Methodist Church. The assembly does not signify a revolution in thought.

It does signify a willingness, a desire, of people to seek peace with one another. It signifies a revulsion to the hatred preached by the Klan. It means that people on the Eastern Shore want harmony.

The 350 people who crowded into the Preston church deserve all the praise that was bestowed upon them by representatives of the state's elected officials.

They made a statement that is important for the Eastern Shore, for Maryland and for the country.

Recent published studies show that other nations of the world no longer look to America as their model. European nations, especially, have been turned off by what they see as increasing violence and racial strife.

While there is violence in America, and while radical groups like the Klan do get headlines, the vast majority of our citizens long for peace.

The majority of Americans are like the people who sang and prayed together Saturday in Preston.

They were people who chose to love one another rather than to counteract or tolerate violence.

Their statement wasn't as loud, perhaps, as that of the hooded hatemongers, but it will more lasting.

Star-Democrat  
Easton, Md.

SEMI-WEEKLY ATTITUDE

# Attitudes

## Maryland Surveys on Violence and Extremism

Included in the goals and objectives of the Task Force was the following:

*"Through the use of appropriate surveys and studies determine with all possible accuracy the dimensions of the problem of racial, religious or ethnic bias or hatred in Maryland."*

No basic data was available to the Task Force, either nationally or within the State. Therefore, in 1981, the Task Force commissioned the Survey Research Center of the University of Maryland to conduct a survey of Maryland residents on their attitudes toward acts of violence and extremism.

The Racial Incidents Survey, perhaps the first one conducted in the United States, was done, primarily, to assist Task Force efforts to define the problem and examine possible patterns of racial and ethnic hostility.

This Survey was not intended to provide all of the answers, nor to ask all of the questions. It was part of that first important step of providing data for the State of Maryland on an issue which affects not only our present lives but which has important implications for the future quality of life in Maryland.

Since its completion in 1982, this Survey has served as a guide to the Task Force's mission.

The Survey presented two points of information considered important to the Task Force's work. First, many people in Maryland believed the Civil Rights issue was over—it had been settled in the '60's. Secondly, the reservoir of toleration and respect for difference was less full in the young adults in Maryland:

*"There appeared to be some turnaround (backlash) among the younger age groups. . . . If the turnaround among younger adults continues, there is cause for concern about the steady progress toward racial harmony that had been well underway since the 1960's"*

—Survey-1981

As a result of this information, the Task Force has worked closely with the educational community in this State, both in elementary/secondary education and higher education.

It was determined that the Task Force had the opportunity, prior to the completion of its work, to survey Maryland citizens again, after a period of four years, to ascertain any changes in our feelings toward one another and to provide possible recommendations for future handling of this problem by public officials in serving the citizens of our State.

## *Attitudes*

The Task Force commissioned the University of Maryland Survey Research Center to conduct the 1981 Survey again. In addition, three specific populations were targeted for more detailed information, the Black Community, the Jewish Community and the Youth in our State.

The following pages of this section of the final report present to the reader:

- (1) The Executive Summary of the 1981 Survey;
- (2) The Executive Summary of the 1986 Survey.

**MARYLAND SURVEY ON VIOLENCE AND EXTREMISM**

**Conducted by  
The Survey Research Center  
University of Maryland**

**for  
THE GOVERNOR'S TASK FORCE ON VIOLENCE AND EXTREMISM**

**Executive Summary  
September 1982**

## Maryland Survey on Violence and Extremism

### Executive Summary

#### INTRODUCTION

Governor Harry Hughes established the Governor's Task Force on Violence and Extremism in March 1981 to make certain that State government, in carrying out its responsibilities, would not condone incidents associated with racial, ethnic or religious bigotry.

Comprised of representatives from all three branches of government, the Task Force was given the following charges:

1. Assess each appropriate state department regarding the internal structure and method of serving the citizens of Maryland and make recommendation for changes.
2. Promote a standardized system of identifying and reporting racial, religious or ethnic incidents of violence or intimidation and develop an effective system of law enforcement, human relations and education programs to address the issue.
3. Address education, victim assistance and prevention at the State and local levels.

To carry out these general responsibilities requested by the Governor, the Task Force, at its inception, established projects and objectives which would assist in meeting those responsibilities. Included was the following:

*Through the use of appropriate surveys and studies determine with all possible accuracy the dimensions of the problem of racial, religious or ethnic bias or hatred in Maryland.*

No basic data was available to the Task Force, either nationally or within the State. The Task Force, therefore, commissioned the Survey Research Center of the University of Maryland to conduct a racial incidents survey of Maryland residents.

The Racial Incidents Survey, perhaps the first one conducted in the country, was done, primarily, to assist the Task Force efforts to define the problem and examine possible patterns of racial and ethnic hostility. The survey might also examine attitudes and activities, as a prelude to possible steps to deal with the recent resurgence in these types of activities.

This survey was not intended to provide all of the answers, nor to ask all of the questions. It has been part of that first important step of providing data for the State of Maryland on an issue which affects not only our present lives but which has important implications for the future quality of life in Maryland. It is, indeed, the first "snapshot" of public opinion on this issue.

#### METHODOLOGY

The survey questionnaire was administered to individuals over age 18 in a random probability sample of households in the State of Maryland. Interviewing was conducted by telephone during the period from November 15, 1981 to January 15, 1982. The resulting sample included 532 citizens; of whom 406 identified themselves as "white" or Caucasian, 111 as "black" or Negro and the remaining 15 classified as "other" (mainly people of Oriental background). Only residential households were interviewed.

The survey was conducted by trained interviewers of the Survey Research Center. Completed interviews in this project ranged from ten minutes in length to a maximum of sixty minutes. Confidentiality and anonymity were assured to each respondent in the introductory part of the interview.

## SUMMARY OF FINDINGS

### *White Attitudes toward Black People*

The overwhelming majority of Maryland citizens in the sample disapproved of incidents which reflect racial or religious bigotry. Most citizens also felt such incidents should not be tolerated but should be dealt with by legal means and community pressures. While few respondents saw government leaders at the national or state level as approving of such incidents, substantial proportions perceived them as not caring much one way or the other. More specifically:

- When asked whether they approved or disapproved of cross-burning as an activity, over 90% of white adult respondents disapproved; of these well over half said they strongly disapproved. Less than 1% of respondents in the survey said they approved, although about one respondent in ten didn't care much one way or the other about such activities.
- Similarly, less than 3% of respondents see government leaders in Washington or in Annapolis as approving of such activities. However, more substantial proportions saw these leaders as not caring one way or the other. Over four in ten (41%) see that as the reaction from Washington and 22% as the reaction from Annapolis.
- More than two-thirds white respondents had heard about incidents of cross-burning, swastika paintings, etc. in Maryland. Respondents varied in their explanations why these incidents were occurring, many seeing them as a result of the frustration of difficult economic conditions and unemployment, others seeing it as a result of racist attitudes and organizations and others seeing it as part of the general pattern of rising violence in American society. Almost 9 in 10 in all groups, however, felt something should be done about them; more preferring some form of legal action.

White respondents also expressed tolerant/favorable attitudes toward Blacks in response to specific questions about racial policy issues. Relatively few Whites accepted general stereotypes of Blacks as unambitious, undependable or untrustworthy. Even fewer Whites supported laws against intermarriage of Blacks and Whites or opposed open housing policies in general. While almost half of the Whites did argue that "Blacks should not push themselves where they're not wanted," a large proportion of these agreed because no group in society should. Almost 4 respondents in 10, however, said they would avoid driving through a black neighborhood. More specifically:

- When asked whether white people or black people "try to get ahead more", two-thirds said race made no difference; less than a third of Whites said Whites and only 2% said Blacks. On a similar question about which race was more dependable, the proportion of "no difference" responses rose to almost 80%.
- When asked to choose whether black people could be trusted or that one "can't be too careful" in dealing with Blacks, only 15% chose the too careful alternative. Almost a third of respondents volunteered the response that race made no difference in such matters. Almost identical responses were obtained to a question asking whether Blacks would try to take advantage of Whites.
- Only 14% of Whites agreed with the statement "There should be laws prohibiting marriages between Blacks and Whites" and only 16% agreed that "White people have a right to keep Blacks out of (white) neighborhoods and Blacks should respect that right."
- Only 13% of Whites felt that had "anything special to fear" from black people; most of these apprehensions stemmed from fear of crime by Blacks.

## Attitudes

- In contrast, 44% of Whites agreed with the statement that "Blacks should not push themselves where they're not wanted". Some 40% agreed they "would go out of their way to avoid going through a black neighborhood", although 11% of these said they would do so only under certain circumstances.

Opinions were not as optimistic for the perceptions of possible racial violence. There were many more respondents who felt that the chances for white racial violence had increased over the previous five years than respondents who felt they had decreased; more respondents also felt the chances for black violence had increased than had decreased. Most white respondents also felt that it was Blacks rather than Whites who had mainly benefited from changes in social legislation over the last 20 years. Nonetheless, only a third felt that these changes had made things worse for Whites and more than 80% felt that the amount of anti-black feeling had decreased or remained the same over the last five years. More specifically:

- Some 38% of respondents thought the chances for violence *among Whites* in their area were greater than they were five years ago compared to only 11% who thought chances for white violence had lessened. About half of white respondents thought that chances for white violence was no different than they were five years ago.
- Some 25% of respondents thought that chances for violence *among Blacks* in their area were greater than they were five years ago compared to 21% who felt chances for black violence had decreased. Again, over half felt there had been no change in chances for violence.
- While 82% of respondents felt that changes in the laws regarding employment, housing and education had made things better for black people over the previous 20 years, only 33% felt that the new laws had made things better for white people; another 33% felt they had made things worse for white people. The remaining third felt they made no difference in the lives of white people, however.
- Roughly four respondents in ten felt that there was less anti-black feeling in their areas than there had been five years previously, compared to 14% who felt that more anti-black sentiment had developed. The remaining 45% detected no difference in the racial climate.

As a way of summarizing racial attitudes, respondents were asked to rate various racial groups and organizations on a "feeling thermometer", a device developed and tested in large-scale national surveys. Respondents in the survey were asked to rate "Whites", and "Blacks", "NAACP", "Ku Klux Klan" etc. on a scale running from 0° (coldest possible feeling) to 100° (warmest possible feeling). Whites not only rated Blacks rather warmly (positively) on this scale, i.e., 69°, but also rated two anti-black organizations—the Nazi Party and the Ku Klux Klan—at the bottom of the scale at 9°. While their ratings of white people (79°) was ten degrees higher than their rating for black people, the situation was not too different for the mirror image of Blacks toward Whites, as will be seen in the next section.

### Black Attitudes toward White People

Many of these same questions were asked of the black respondents in the sample. Although the sample of Blacks in the survey was rather small, their responses to most questions were quite similar to those found among white respondents. Thus we find that:

- Almost all Blacks disapproved of cross-burning and related activities and generally saw state and national government leaders opposed as well. However, larger proportions of Blacks than Whites saw leaders as not caring one way or the other, with almost two-thirds seeing leaders in Washington as not caring.

- Most Blacks saw no fundamental difference between Whites and Blacks in dependability, ambition and trustworthiness. If they saw a difference, they were generally trustful of Whites and in about the same proportion as Whites trusted Blacks. Few Blacks opposed the policy of open housing or felt they had anything to fear from Whites; those that did, however, feared white imposition of economic hardship rather than crime by Whites against them (which was the main fear Whites had about Blacks).
- The black rating of white people on the thermometer scale (73°) was almost ten degrees cooler than the black rating of black people (81°).
- Blacks also generally perceived less anti-black feeling in their areas than they had five years previously. Almost half of Blacks also felt that chances for violence among Whites had not changed in the last five years.

However, on other perceptions of the state of racial relations, there were important differences between Blacks and Whites. For example, more Blacks (37%) felt that chances for violence among Blacks were greater than they were five years previously than felt black violence was less (24%); fewer Blacks thought white violence chances had increased (25%) than decreased (28%). This was the reverse of the perception of white respondents, who saw chances for white violence as greater.

A more marked discrepancy in white-black perceptions occurred on the question of who had benefited more from the changes in social legislation during the 1960s and 1970s. In contrast to the overwhelming white perception that Blacks had been the main beneficiary, almost as many Blacks felt that things had improved for Whites (54%) as felt that things had improved for Blacks (61%). Over a quarter of Blacks, (26%), in fact, felt that these changes in social legislation had made things worse for Blacks over the last twenty years. These major differences in white-black attitudes could have important implications for expectations and behavior in the future.

### **Difference within White and Black Population**

The above attitudes are not uniform in the two populations. More detailed analysis reveals important differences by educational level, by age, by income levels and by region of the state. As in previous surveys of white racial attitudes, education was the major predictor with college-educated respondents being far more tolerant than those who had not completed high school.

Also as in previous surveys, younger respondents tended to be more tolerant than older respondents; however, there were signs of turn-around, or backlash, among the youngest adult age groups—especially those under age 20. This may be part of a larger national trend, to be described further below.

Lower income white respondents also expressed less positive attitude, as did respondents who lived in the most urban and most rural parts of the state. In other words it was Whites who lived in the suburban counties (Prince George's, Montgomery, Anne Arundel and Howard) who expressed more tolerant attitudes. Although differences by gender were not great, white women were more tolerant than white men.

Few of these factors seemed to predict attitudes as well within the black population, as best as one can tell given the small sample size. If anything, college-educated Blacks expressed less tolerant attitudes toward Whites than less-educated Blacks. No systematic differences were apparent by age or by income. Unlike the case for Whites, black men were slightly more tolerant than black women. Like Whites, black attitudes tended to be more positive in the suburban areas.

### **Attitudes toward Other Minorities**

The survey also investigated statewide attitudes on other issues involving minorities. It generally did not find great cause for alarm on these issues. More specifically:

## Attitudes

- Attitudes toward Jewish people were positive. White respondents rated Jews at 70° on the thermometer scale and black people rated them at 71°, lower than the ratings for white people but not much lower than the ratings for other religious groups like Catholics or Protestants. There was also the general impression that anti-Jewish feeling had decreased or stayed unchanged in the respondent's area over the previous five years.
- Attitudes toward Hispanics and Orientals were also positive although both groups rated lower (67° for Orientals; 63° for Hispanics) among Whites than did Blacks; they were both rated more positively by Blacks (70° and 71° respectively). Almost a quarter of Whites and Blacks, however, did feel that the presence of Hispanics had made things worse for black people. At the same time, few Blacks (5%) felt that they had anything special to fear from Hispanics or Orientals.

## Comparison to National Surveys

Many of the questions in the racial incidents survey were taken from those used in national surveys. This allowed us not only to employ questions that had already been fully field-tested in other surveys, but to make comparisons between attitudes in the State of Maryland and in the nation as a whole.

The most complete and long-standing series of racial attitude questions are those that have been asked by the General Social Survey (GSS) conducted by the National Opinion Research Center of the University of Chicago. For the past ten years, the GSS has been asking a series of policy-oriented racial attitude questions dealing with such topics as open housing and school desegregation.

For the three of these questions included on our survey; attitudes of white Marylanders were considerably more tolerant than the rest of the country:

- Only 16% of Marylanders favored laws banning inter-racial marriage, compared to 33% for the country as a whole.
- Only 14% of Marylanders favored segregated housing, compared to almost 30% for the country as a whole.
- While 44% of Marylanders agreed that "Black people should not push themselves where they're not wanted", the figure for the country as a whole was 61%.

On each of these questions, then, Marylanders' responses were 15–20 percentage points more tolerant.

While these findings do not reflect the different age, educational and regional character of the Maryland population, more detailed analysis indicates that these factors alone do not explain the more tolerant responses of Marylanders in the survey. In particular, Marylanders were more tolerant than individuals from other states in the South Atlantic region of the country, that is states below the Mason-Dixon line.

Moreover, white Maryland survey respondents also endorsed more tolerant explanations to a GSS series of questions dealing with why black people in this country have worse jobs, income and housing than white people. Compared to the country as a whole, Whites in Maryland were less likely to say that the disadvantaged economic position of black people was due to personal factors (i.e., "lack of motivation or will power") or genetic factors (i.e., "less inborn ability to learn") and slightly more likely to explain the worse condition of Blacks in terms of education. At the same time Marylanders were also less likely to explain the poorer conditions of black life mainly in terms of discrimination.

On other questions from the GSS and other national surveys, the responses of Marylanders were more similar to national figures. Roughly the same proportion of Marylanders said they would go out of their way to avoid black neighborhoods as was true nationally. Very much the same was found concerning perceptions of Blacks and

Whites of the amount of anti-black and anti-white feeling in the areas that they lived. The latter questions had been asked in a 1981 national survey conducted by the *Washington Post* and ABC News.

Finally, the thermometer ratings of both Blacks and Whites in the Maryland survey were quite similar to that found in the 1980 Election Study conducted by the Center for Political Studies at the University of Michigan. The major difference was that the gap between white and black perceptions of each other (8° and 10°) was somewhat smaller than for the nation as a whole (12° and 17°), a further indicator of the greater mutual respect across races expressed in the survey in this State.

### **Suggestions for Future Research**

This survey and its results have provided a first, general look at the incidents and citizens' attitudes. It has provided a baseline for future surveys and research.

The data from this study will be stored on computer tape and will be available for further analysis at the University of Maryland. The Survey Research Center encourages open access to the data set. Any follow-up research will be available to the Task Force.

A future study of this problem should include a closer look at the persons who are involved in these racial incidents of interest, namely, participants in cross burnings, swastika paintings or other defamation of religious buildings. This would necessitate a different type of study from the telephone interviews used in this attitudinal survey; personal, in-depth interviews with persons charged and/or convicted of such acts, perhaps expanding from these to persons not known to the authorities. This would be aimed at understanding and probing why such acts are committed and by what types of persons.

Further research should be conducted in the area of incident reporting — who reports, who does not and why.

The possible reversal of age-related racial attitudes, which showed in the young adult profile, should be scrutinized carefully by the Task Force. If a major goal of the Task Force is prevention, then some focus should be placed in the area of education and research conducted which would include younger participants.

**ETHNIC, RACIAL AND RELIGIOUS ATTITUDES IN MARYLAND**

**SURVEY II**

**REPORT TO THE  
GOVERNOR'S TASK FORCE ON VIOLENCE AND EXTREMISM**

**Cosponsored, in part, by the  
National Institute Against Prejudice & Violence**

**PREPARED BY**

**THE SURVEY RESEARCH CENTER**

**UNIVERSITY OF MARYLAND  
COLLEGE PARK, MARYLAND**

**DECEMBER, 1986**

## INTRODUCTION

This report is based on the results of the 1986 statewide survey of Maryland residents conducted by the University of Maryland's Survey Research Center for the Governor's Task Force on Violence and Extremism. The Task Force on Violence and Extremism was appointed in May, 1981 by Governor Harry Hughes in response to an increase in the reported number of incidents generally associated with racial, ethnic and religious bigotry.

The goals and objectives of the Task Force were specifically outlined:

- (1) Through the use of appropriate sociometric techniques and survey instruments determine with all possible accuracy the dimensions of racial, religious or ethnic bias or hatred in Maryland.
- (2) Design and implement an intelligent and effective public education project to sensitize our citizens to the dangers of extremism however overt or subtle its manifestations.
- (3) Involve every appropriate agency of State and local government in the development of a standardized system of reporting each and every incident of violence or intimidation of a racial, religious or ethnic nature.
- (4) Employ the combined resources of law enforcement agencies, human relations commissions and the religious and educational communities to create a Statewide information services and speakers bureau readily accessible to civic, community and business groups to actively promote tolerance and understanding across Maryland.

The Task Force has been assessing the extent and depth of these incidents and the attitudes underlying them. Meetings across the State and reports from organizations in various jurisdictions have brought the manifestations of this problem into sharper focus. The value of the 1982 survey was to put these reports into more general perspective, by allowing a representative cross-section of Marylanders to express their views on these issues. The 1986 study makes it possible to see what progress and changes have occurred in the State since 1982.

The survey was intended to help the Task Force's efforts in defining the extent of Maryland's racial and ethnic problems. It also examined patterns and possible causes of these attitudes and activities, as well as suggesting possible approaches and constraints in resolving these problems.

Assessing the state of public opinion on the problems of racial, ethnic, or religious bigotry is an important ingredient in any program for improvement. A properly conducted survey provides an objective and a realistic basis for examining the problem on a level of social structural detail that is unfortunately too often ignored by policy makers. That Governor Hughes and the Task Force recognized the advantage of stepping outside the confines of official reports of deviant behavior and placing it in the wider public sphere is a commendable and useful step in defining the problem and looking for solutions.

The Survey Research Center is pleased to have been a part of this effort over the last four years and is very proud of its contributions to the Task Force's deliberations. While we recognize that surveys can hardly provide all the answers, nor even ask all the questions, they are an important part of providing data for the State of Maryland about an issue which affects the present and future quality of life in Maryland.

Together with the Task Force and the National Institute Against Violence and Extremism, the Survey Research Center staff spent considerable time defining what we wanted to

look at in this second "snapshot" of public opinion on the issue. Like the 1982 study, our survey contains a wealth of data and information, replicating questions from the earlier study and incorporating additional questions to tap into the many dimensions of racial and ethnic attitudes.

This year's study was further enhanced by the support and financial assistance of the National Institute Against Violence and Extremism. The Institute provided funding for the supplemental samples of Black, Young Adult and Jewish populations. These supplemental samples offer greater depth and statistical validity to areas of great importance in analyzing attitudes and differences among subgroups in our population.

I would like to thank Constance Beims, Chair of the Task Force, and Frances Smith for their cooperation and enthusiasm throughout the stages of the project.

Sue Dowden  
Project Director

### SUMMARY OF FINDINGS

A random probability sample of 1135 Maryland residents were interviewed in March and April of 1986 regarding their attitudes and perceptions of a wide range of racial and minority group issues. Many of the questions were replicated from a 1982 study (n=542), making it possible to identify changes over the four year interval. New questions were also added to provide more detail on certain of the issues raised in the previous study. In addition, supplemental sampling procedures were introduced to increase the sample size of Blacks (n=449), of Young Adults age 18 to 25 (n=452), and of Jewish respondents (n=119).

Table I summarizes some of the results revealed from the survey. Here it is clear that relatively little has changed since 1982. Marylanders continue to hold generally tolerant attitudes on most racial matters. White residents of the State overwhelmingly disapprove not only of cross burnings and related incidents, but of laws banning interracial marriage, of segregated housing opportunities, of claims of racial inferiority, and of stereotypes of Blacks as less ambitious or less dependable than Whites. Perceptions of Blacks as untrustworthy or trying to take advantage, and feelings they have anything to fear from Blacks also remain about the same as four years ago.

The most notable change among Whites was an increase in the proportions who hold the view that Blacks don't have the will or motivation to pull themselves out of poverty, and a decrease of those who feel that Blacks' disadvantaged positions were due to less chance for education. At the same time, there was a sharp rise in support for the view that Blacks' less advantaged position was due to their starting out with fewer advantages, and a rise in the belief that Blacks still suffer from the adverse effects of discrimination.

As can be seen in Table I, few changes were found in the racial attitudes of Blacks as well. There were a few signs of a slightly more separate or defiant view among Blacks on such issues as integrated housing, but that is a position of only a small minority in the Black community. The most notable change among Blacks was a significant decrease in the numbers who felt Whites could be trusted—of those with an opinion on this question, a smaller proportion agreed that Whites could be trusted than did in 1982. As was the case among Whites, there was a tendency among Blacks to rate various racial and societal groups lower than in 1982.

TABLE I: 1982-86 Changes in Racial Attitudes Responses

Survey Questions	Whites		Blacks	
	1986	1982	1986	1982
Disapprove of Cross burnings	90%	90%	93%	91%
Disapprove of laws banning interracial marriage	86%	84%	na	na
Disagree that Blacks should not push where they're not wanted	57%	56%	na	na
Disagree that (Whites/Blacks) have the right to keep (Blacks/Whites) out of their neighborhoods	92%	86%	95%	98%
Feel other race can be trusted	79%	77%	57%	71%
Feel they have nothing to fear from (Blacks/Whites)	91%	87%	91%	91%
Feel they have nothing to fear from Orientals	na	na	83%	96%
Feel they have nothing to fear from Hispanics	na	na	98%	94%
Feel Other race would try to be fair	84%	84%	58%	54%
Disagree that Blacks have motivation to pull themselves out of poverty	39%	53%	na	na
Agree that Blacks don't have chance for education	44%	56%	na	na
Agree that Blacks begin life with less advantages	59%	36%	na	na
Agree that Blacks suffer from discrimination	39%	30%	na	na
Have heard of incidents of racial or religious harassment	39%	73%	45%	69%
Seen incidents of racial or religious harassment	18%	na	21%	na
Have personally been a victim of racial or religious harassment	13%	na	17%	na
Experienced job discrimination	9%	na	27%	na
Optimistic about improved future opportunities for Blacks	59%	na	56%	na
Support quotas in hiring	40%	na	70%	na
Support special considerations in college admissions	50%	na	83%	na
Support special training programs	49%	na	83%	na
Support quotas for school admissions—excluding some qualified Whites	27%	na	50%	na
Feel State leaders disapprove of incidents	74%	77%	71%	54%
Feel National leaders disapprove	66%	59%	51%	28%

Perceptions of racial tensions were down somewhat from 1982 among both Blacks and Whites. Fewer respondents in 1986 reported knowing about cross burnings and/or swastika paintings. More White respondents than Black respondents sensed racial prejudice in society. While more Blacks than Whites feel that it has been Whites who have benefited from equal opportunity laws, that racial gap has closed in the last four years. Moreover, majorities of both races were optimistic that past and future job equity by race has closed and will improve.

## *Attitudes*

In terms of racial groups, Blacks seem to feel they have more to fear from Orientals than Hispanics. Almost as high a proportion of Whites as Blacks felt they had suffered harassment because of race or religion. However, more Blacks felt they themselves had suffered job discrimination than Whites and were far more skeptical that qualified Blacks could earn as much money or get as good a job as a qualified White. Consistent with this view, far more Blacks than Whites supported special considerations for Blacks in employment or entry into higher education; still, close to a majority of Whites approved of these ideas. Blacks and Whites were less supportive of setting quotas for school admissions if it meant some qualified Whites would be excluded.

As in the 1982 study, more respondents felt State leaders were disapproving of racial incidents than saw national leaders as feeling this way, but that gap has also closed to the last few years. There was a notable drop in the perception that national leaders didn't care about the incidents.

### **National Comparisons**

In general, the racial views of White Marylanders remain more tolerant toward Blacks than those of a national sample. Marylanders have become even more tolerant on basic legal issues, as shown by comparisons to questions included in the General Social Survey conducted by the National Opinion Research Center of the University of Chicago.

Nationally there is increased acceptance of social structural explanations of Blacks' less advantaged position in society. These include explanations such as effects of discrimination (up from 41% in 1977 to 45% in 1986) or less chances for education (up from 51% to 53%)—rather than psychological factors such as inability to learn (down from 26% to 21%) or lack of motivation (down from 66% to 61%).

In Maryland, the pattern is more mixed: more acceptance of discrimination as a factor but less acceptance of lower levels of educational opportunities. And while consideration of the psychological factor of learning ability has remained the same among Marylanders, lack of motivation as an explanation has increased significantly (from 47% to 61%). In this latter regard—acceptance of psychological factors as explaining Blacks' disadvantaged position—Marylanders are now little different from the rest of the country.

### **Young Adult Population**

As shown in Table II, younger Whites sensed more interracial prejudice and chances for violence by other Whites or Blacks than did older White respondents. Otherwise, Young White Adults' perceptions were not much different from their elders on the importance of race relations, on the value of equal opportunity laws for Blacks, on the ability of Blacks to have equal jobs or equal pay, on past and future opportunities for Blacks, or on State or national leaders being opposed to cross burnings or other incidents. However, Young White Adults were slightly more supportive of quotas and other programs to help Blacks in school admissions or employment.

Young Adults, both Black and White, were no more likely than their elders to feel they had been denied jobs on racial grounds or to feel personally harassed. However, more Young Blacks, like older Blacks, reported feeling discrimination in employment than did Whites. While Young Blacks reported seeing more incidents of discrimination than their elders, they were no more likely to report feeling personally victimized.

Young Black Adults were even more cynical than older Blacks regarding whether Whites could be trusted or would be fair. However, younger Blacks were more optimistic than their elders about improved opportunities over the past five years and in the future, and about their chances to make as much money as Whites.

TABLE II: Young Adults Compared to Older Respondents

1986

Survey Questions	Whites		Blacks	
	18-25	26 & Older	18-25	26 & Older
Race Relations Important	56%	57%	77%	76%
Perceive More Prejudice Against Blacks than 4-5 Years Ago	13%	10%	18%	15%
Perceive Some Amount of Prejudice against Blacks in the Area they Live	45%	29%	16%	17%
Greater Chances of Violence by Whites Compared to 4-5 Years Ago	31%	21%	22%	15%
Greater Chances of Violence by Blacks Compared to 4-5 Years Ago	24%	19%	35%	33%
Have Seen Incidents of Racial or Religious Harassment	27%	14%	31%	17%
Have Been a Victim of Incidents	15%	11%	18%	17%
Disapprove of These Incidents	89%	92%	94%	92%
Disapprove of Laws Banning Interracial Marriage	93%	84%	na	na
Disagree that (Whites/Blacks) Have the Right to Keep (Blacks/Whites) Out of Their Neighborhoods	96%	90%	94%	95%
Feel Other Race Can Be Trusted	77%	80%	47%	56%
Feel Other Race Would Be Fair	84%	84%	53%	60%
Feel They Have Nothing to Fear from (Blacks/Whites)	94%	91%	95%	90%
Optimistic About Improved Future Opportunities For Blacks	60%	59%	62%	54%
Feel Qualified Black Can Make as Much Money as Qualified White—Almost Always	57%	57%	33%	23%
Experienced Job Discrimination	9%	8%	25%	28%
Support Quotas in Hiring	39%	40%	70%	74%
Support Special Considerations in College Admissions	60%	48%	85%	83%
Support Special Training Programs	57%	47%	80%	84%
Support Quotas for School Admissions	33%	26%	48%	51%

### Attitudes Toward Jewish Minority

Consistent with findings about attitudes and perceptions regarding Blacks, respondents in the survey generally held positive views about the Jewish minority and perceptions of anti-Jewish feelings in the State. Table III summarizes the results of some of the questions asked in the survey directly related to Jews.

**TABLE III: Attitudes & Perceptions Toward Jewish Minority**

Survey Questions	1986			
	Whites		Blacks	
	18-25	26 & Older	18-25	26 & Older
Perceive More Prejudice Towards Jews Than 4-5 Years Ago	11%	6%	7%	5%
Perceive Some Amount of Prejudice Towards Jews in the Area They Live	16%	11%	18%	12%
Have nothing to fear from Jews	na	na	98%	97%

Significantly fewer Blacks perceived more prejudice against Jews now than four or five years ago than felt more prejudice existed against Blacks (see Table II for comparison). Only a small proportion of Black respondents felt they had anything to fear from Jews.

### **Jewish Respondents**

A third subgroup defined and analyzed in the study were Jewish respondents. Table IV summarizes responses of this group compared to respondents in the non-Jewish, White sample. Generally Jewish respondents are more tolerant in their responses than other groups. Higher proportions of Jewish respondents disapproved of racial or religious incidents than any of the other groups analyzed in these data. They are significantly more tolerant than other Whites in supporting legal issues such as interracial marriage and open housing.

Jewish respondents did differ from other Whites in their higher levels of formal education—it may be that their views reflect as well the views of a highly educated segment of the population.

Jewish respondents tend to be more sensitive to race relations than other Whites interviewed in the sample. Higher proportions indicated that the issue of race relations was important. While just as likely as Whites to see prejudice against Blacks, they were more sensitive than other Whites to prejudice against Jews. They were also more aware of incidents which might be described as racial or religious harassment. Three times as many Jewish respondents as other Whites reported that they themselves had been victimized—even higher proportions than reported by the Black sample.

Jews were also more likely to feel job discrimination than were other Whites. They tended to be more supportive of special considerations in college admissions, of training programs for minorities, and of quotas for college admissions, but not of quotas in hiring. However, seemingly contradictory, Jews were less likely than other Whites to feel that changes in laws over the past twenty years have made things better for Whites.

Jewish respondents, however, are slightly more fearful of Blacks than other Whites.

TABLE IV: Jewish Respondents

1986

Survey Questions	Jews	Non-Jewish Whites
Race Relations Issue Important	65%	55%
Perceive Prejudice Against Blacks in Area They Live	33%	32%
Perceive Prejudice Against Jews in Area They Live	15%	11%
Heard About Incidents	62%	37%
Been a Victim of Incidents	34%	12%
Disapprove of Incidents	97%	89%
Victim of Job Discrimination	14%	9%
Feel Changes in Law Have Benefited Blacks	87%	82%
Feel Changes in Law Have Benefited Whites	28%	33%
Support Quotas in Hiring	35%	39%
Support Special Considerations in School Admissions	56%	49%
Support Training Programs	57%	47%
Support Quotas in College Admissions	33%	27%
Conditions of Blacks:		
Due to Discrimination	30%	39%
Blacks Have Less Ability to Learn	13%	21%
Whites Begin Life With More Advantages	65%	58%
Blacks Don't Have Chance for Education	49%	43%
Blacks Lack Motivation, Will Power	52%	61%
Disagree With Laws Banning Marriages	96%	86%
Disagree That Blacks Should Not Push Where They're Not Wanted	78%	56%
Disagree that Whites Have the Right to Keep Blacks Out of White Neighborhoods	94%	92%
Nothing to Fear From Blacks	86%	91%

### RECOMMENDATIONS

The results presented in this report are based on the marginals, or frequency distributions, of the variables in the study and on cross-tabulations by age, race, and religion. These present the basic characteristics of each of the samples on the majority of variables researched—the proportion of Marylanders who disapprove of cross burnings or the proportion who oppose interracial marriages, etc. This report also presents differences between selected subgroups of the population—do younger people, or Blacks or Whites, disapprove of cross burnings more than older people? Other techniques of social science analysis would be applicable to these data. Also, other variables, not analyzed in this report, were collected and are available in the data for further analyses. These include:

- \* Respondent's county of residence,
- \* Education levels,
- \* Whether high school attended was integrated—and to what extent,

### *Attitudes*

- \* Respondent's current employment status,
- \* Respondent's employment status for last two years,
- \* Family income (for 1985),
- \* Questions on consumer confidence,
- \* Respondent's gender,
- \* Contact with members of opposite race—social contact and contact at work.

These data are stored on computer tape and IBM disk and are available through the University of Maryland Survey Research Center. Persons using the data are encouraged to make their work available to the Survey Research Center and to the National Institute Against Violence and Extremism, both serving as archives of the data and research made possible by the Governor's Task Force.

## Tilghman resident couldn't ignore stories

Miles Gray Jr. recalls the jumble of emotions he felt last Sunday morning when he first saw the smoldering cross planted on a neighboring property.

A resident of the island for two months, Gray, his wife, two children and father had heard horror stories about the island's alleged antipathy to blacks but had discounted them.

"I started to ignore it, then after a while I got real angry," he said. "Then I said if I ignore it, next time they'll show up in my front yard."

Gray called state police, who conducted a three-day investigation on the island. Depending heavily on four key witnesses, police arrested three men and a woman last Thursday.

Letters from county residents, published in a local newspaper, as well as friendly calls and visits by neighbors have helped sooth Gray's feelings, giving him a more philosophical outlook on the incident.

Daily Banner

## Vandals desecrate Bishop Saunders' church

While members of First United Church of Jesus Christ were having services in the church's school Friday night, burglars were attempting to break in the main sanctuary of the church, according to Bishop Monroe Saunders, pastor of the church.

He said the most "disgusting" part was the racial slurs that were painted on the walls in the church.

"Police report the vandals sprayed 'KKK' on the walls with green spray paint, wrote racial slurs.

Afro-American  
Baltimore, Md.

## The Victim

There is another common thread to hate extremism which lifts it above and beyond other violence experienced in contemporary America. This is the special nature of the physical and emotional damage it wreaks on its individual victims, their communities, and the country at large. Such violence not only inflicts the normal, emotional trauma experienced by victims of crimes in general, it also imposes the devastating knowledge that one's race, religion or ethnicity is the motivating factor for the perpetrator in the incident. A person who is mugged learns to walk with company or on better-lit streets; a black person who is attacked or otherwise intimidated because of his or her race has no such options. He or she must continue to live with the realization that such incidents may continue to occur through another's hatred of his or her differences. This can naturally lead to a distrust of the entire community, a fear of belonging to a hated group, and the trauma of knowing that such incidents will continue to take place. The victim is often further distressed by the perception that the legal authorities, community leaders, and the community in general either condone or do not care enough to respond to prejudicially-motivated incidents.

In a universal sense, all of us become victims when other human beings find themselves victimized. In its most extreme sense victimization takes on the words of German Pastor Martin Niemöller:

*"In Germany, the Nazis came for the Communists and I did not speak up since I was not a Communist.*

*Then they came for the Jews and I did not speak up since I was not a Jew.*

*Then they came for the Trade Unionist and I did not speak up since I was not a Trade Unionist.*

*Then they came for the Catholics and I was a Protestant so I did not speak up.*

*Then they came for me."*

In a concrete sense, the victims in Maryland have been urban dwellers, rural community members, children, our elderly, blacks, Jews and other minorities.

Why we hate is elusive—some say economics, others class, still others the fear of something or someone different from ourselves.

That we do hate is a fact. When this hate is based on one's faith, one's race or ethnicity, we find a biased, blind behavior that is based on historic stereotyping.

## *Victim*

The victims of this form of violence find themselves not only addressing the specific incident but also living with the ghosts of the past and the specter of possible future incidents.

In the section of this report that discusses the Uniform Crime Reporting procedure, the reader will be presented with the reported number of incidents in Maryland over the past five years. These numbers are in the hundreds and each of them reflects an individual in the State of Maryland who has been so haunted.

We know some general information about the victims of these acts of racial, religious or ethnic intimidation. We know they feel isolated after the incident occurs; we know many of them feel anger; we know that in many cases there will be another one; and we know, now, that State government and local communities can do something to assist them.

The Task Force throughout its deliberations has had the victim as its major focus. When we have looked at police procedures, it has been with an eye toward making the victim whole. When we have looked at education, it has been first with preventing these incidents and secondly with providing educators and the community at-large with appropriate teaching and public relations tools to make certain the victim is not isolated and fearful of future incidents.

The Network of Neighbors, developed by Montgomery County and replicated in other parts of the State, is a grassroots victim-assistance tool. It has a proven track record of nine years and has been of invaluable assistance to communities and the victim.

The Task Force encourages local governments and groups who care about this issue and its victims, to promote the establishment of such an entity in their communities. Details on the program may be obtained by contacting the Montgomery County Human Relations Commission or the National Institute Against Prejudice and Violence. A synopsis of the Network of Neighbors structure and functions may be found in the Human and Community Relations Section of this report.

In reviewing the Incident Reports of the State Police, the Task Force has also expended a significant amount of its time looking at the perpetrator, believing that if there were the possibility of a profile on the perpetrator, we would be better prepared to help the victim.

In 1985, a subcommittee was established in the Task Force to explore this possibility. While there was a general feeling that many of these incidents were perpetrated by youngsters, we were not convinced this was the case since several people in Maryland had been tried and convicted as adults in crossburnings and other vandalisms and assaults.

In its report to the Task Force, the subcommittee reported that "the reporting mechanism currently in use simply was not designed to capture a profile of known perpetrators. The intent of the reporting law enacted in 1981 was to provide a means by which the MHRC could determine where RRE activity was occurring, so that it could then respond appropriately."

There was one piece of information available on the reporting forms, however, that could be utilized by the Task Force for a preliminary evaluation—age. The Task Force, therefore, requested the Maryland State Police to review the statistics from 1984. This effort was undertaken with the following results:

**GROUPING BY AGE AND FREQUENCY OF  
RACIAL, RELIGIOUS AND ETHNIC INCIDENTS  
From January 1—December 31, 1984**

Total number of Reported Incidents	541
Number of Incidents reported where age of offender was known or estimated	211
Age of Offender Unknown	330
Age range—5 years to 71 years	

**Frequency by Age Groups:**

5—17 years: 95 incidents—45%  
18—30 years: 88 incidents—41.7%  
31—71 years: 28 incidents—13.3%

This age analysis chart clearly shows that, although almost half of the incidents were perpetrated by individuals under the age of 18, over 50% were committed by adults.

Obviously, one cannot generalize on the basis of this one year look at half of the reported incidents, but the analysis does give credibility to the Task Force's sense that, contrary to the general perception, these acts were not being carried out only by "children who did not know any better."

## Hate 'pranks' get tougher official response Maryland among strict states

Maryland is a state where the old boys-will-be-boys attitude toward vandalism and intimidation is being replaced by a tougher, more serious approach.

According to Anti-Defamation League figures published yesterday, anti-Semitic incidents in Maryland increased from 51 in 1981 to 32 in 1982.

"Obviously, we're grateful to see the trend in decline, but we can't relax our guard. It's still a serious problem," according to Alvin J. Steinberg, former chairman of the local ADL region and now national chairman for community service for the ADL.

David L. Glenn, executive director of the state Human Rights Commission, agrees that there is new official seriousness, and that "Maryland has done more than nearly any other state." But he is not sure that official attitude is being broadly translated into public sentiment.

In fact, Mr. Glenn said in a telephone interview last week that his impression is that there is less public disapproval of hate group attitudes and actions than in former years.

In Maryland, a relatively new state law requires that local police report such incidents to State Police. The state Human Relations Commission compiles the police figures.

Sun

## Stiffer Fines for Hate Acts Parents, Juveniles Would Pay Under New Approach

Parents would have to pay as much as \$10,000 for acts of religious or racial hatred committed by their children, and the county would offer rewards to informants under a new proposal to wipe out such acts as painting swastikas on churches.

The two-fisted approach to combat the growing number of hate and violence incidents in the county would use a program patterned after the police "Crime Solvers" operation, and taxes would be paid by money collected from the criminals or their families.

Montgomery Journal

# The Law

To ensure that the Laws of Maryland were adequate and that the Task Force was prepared to recommend any necessary changes in the Law, a standing legislative subcommittee was established.

The subcommittee served as a clearinghouse and review committee on Federal, State and local legislative initiatives. Over the life of the Task Force the subcommittee provided assistance on locally proposed legislation; reviewed proposed legislation in the General Assembly of Maryland and other states and provided background information and testimony on Federal legislative proposals.

It was a premise of the Task Force that proper law enforcement procedures, the commitment of our public officials and education are the more important components in the abatement of these acts. Hence, the Task Force was hesitant to recommend legislation which could risk the constitutional protection of freedom of expression and freedom of assembly without a clearly demonstrated need.

## 1981

In the 1981 Session of the Maryland General Assembly, legislation passed requiring racial, religious or ethnic incidents to be reported on the Uniform Crime Report. The law states:

*INFORMATION RELATING TO INCIDENTS DIRECTED AGAINST RACIAL, RELIGIOUS OR ETHNIC GROUPS. —*

- (1) The Department shall collect and analyze information relating to incidents apparently directed against racial, religious, or ethnic groups.*
- (2) The Department shall request such information from all local law enforcement agencies and from the State Fire Marshal and include the information in its analyses.*

*MONTHLY REPORTS OF INFORMATION COMPILED PURSUANT TO Section 9(b). — The Department shall make monthly reports to the State Human Relations Commission of the information compiled pursuant to Section 9(b) of this article.*

*— ARTICLE 88B, Sec.9(b) & 10(b)  
Annotated Code of Maryland*

In *Intimidation and Violence*, a report of the U.S. Civil Rights Commission, the following observation was made:

*"This law is unique in that it deals with crime statistics; it is the only measure in the country that requires a separate statewide reporting system of crimes that are racially or religiously motivated."*

Since 1981, the Maryland State Police has collected and analyzed these monthly incident reports. Details on the implementation, refinement, problems and proposed changes regarding this law are discussed in the Law Enforcement section of this report.

Under Article 27, Section 10A, as a result of action of the 1981 Maryland General Assembly Session, the crime of cross burning was changed from a misdemeanor to a felony and the maximum punishment was increased from \$1000 to \$3000 and/or up to three years imprisonment.

## 1982

With the support of the State and local law enforcement community, a legislative member of the Task Force introduced legislation to prohibit the display of firearms at public demonstrations. The impetus for this proposed change in the law came from observations by local community groups and law enforcement agencies during several Klan rallies in Maryland.

This legislation passed the General Assembly, was signed into law and may be found under Article 27, Section 36G, of the Annotated Code of Maryland. A copy of the law may be found at the end of this section of the report.

## 1982-1986

The Task Force, with legal guidance and opinions from the Maryland Attorney General, The Honorable Stephen Sachs, spent over three years evaluating legislative proposals which would create a separate crime known as racial, ethnic and religious intimidation. Both the constitutionality and the need for such legislation in the State of Maryland received serious scrutiny and debate.

Although the Task Force determined there was no need in Maryland for a comprehensive Civil Rights Law or the development of intimidation as a separate crime, it was keenly aware of one theme throughout all of the debate. The Task Force and several of the organizations in the State of Maryland who were concerned with these hate motivated acts knew that many of the victims had had recurring incidents and found no solace or assistance under the existing law in Maryland.

In 1985, Delegate James Campbell introduced legislation that defined harassment and provided for some relief for the victim. The Task Force evaluated the legislative proposal, determined that this adjustment in the law would be of help to victims of these acts if, indeed, they were recurring.

Therefore the Task Force voted to endorse the legislation. The legislation was crossfiled in the Senate by two members of the Task Force, Senator Barbara Hoffman and Senator Stewart Bainum. The House Bill was amended to include the two House members on the Task Force, Delegate Paula Hollinger and Delegate Albert Wynn. The Task Force submitted testimony on behalf of the legislation before the House Judiciary and the Senate Judicial Proceedings Committees. The legislation failed in a concurrence vote at 11:55 p.m. on the last day of the 1985 Session.

The legislation was reintroduced in the 1986 Session of the Maryland General Assembly. The legislation was passed and signed into law by Governor Hughes and took effect on July 1, 1986. A copy of the law may be found at the end of this section of the report.

### **1987**

During the Task Force meetings in 1986, a review was undertaken regarding the 1981 Uniform Crime Reporting Law. Throughout this six-year period, a significant part of the Task Force's discussion centered on the reporting procedure. How thorough is the reporting? Do all jurisdictions report? Are some subdivisions reporting every (reported) incident without further verification? Do other jurisdictions forward their incident reports only after determination is made that a crime has been committed? Have the police officers been trained? New officers? In-service training? Can we derive some information on the profile of perpetrators from these incident reports?

As a result of these discussions, determination was made that the law needed clarification. At its October 1986 meeting, the Task Force requested Senator Hoffman to have a proposed draft prepared by Legislative Reference for review by the Task Force at its November meeting.

### **Conclusion**

Attempts to curtail these extremist activities can occur in two ways—in the law and in the hearts and minds of our citizens. The Task Force has exercised restraint in proposing broad and sweeping changes in the law, believing that Maryland's law is basically sound and offers protection to its citizens. We have, as detailed above, made recommendations for change when it was deemed appropriate and necessary.

## Legal Citations:

### § 36G. Restrictions on possession of firearms at demonstrations in public places.

(a) *Definitions.*—(1) In this section, the following words have the meanings indicated.

(2)(i) "*Demonstration*" means demonstrating, picketing, speechmaking or marching, holding of vigils and all other like forms of conduct which involve the communication or expression of views or grievances engaged in by one or more persons, the conduct of which has the effect, intent or propensity to draw a crowd or onlookers.

(ii) "*Demonstration*" does not include the casual use of property by visitors or tourists which does not have an intent or propensity to attract a crowd or onlookers.

(3)(i) "*Firearm*" means a pistol or revolver, rifle, shotgun, short-barreled rifle, short-barreled shotgun, or any other firearm, whether loaded or unloaded.

(ii) "*Firearm*" does not include antique firearms, as defined in § 36F of this article.

(4) "*Law enforcement officer*" means:

(i) A duly appointed member of the police force or other agency of the United States, the State, a county, municipality, or other political subdivision, who is responsible for the prevention and detection of crime and the enforcement of the laws of the United States, the State, a county, municipality, or other political subdivision;

(ii) A park police officer duly appointed by the Maryland-National Capital Park and Planning Commission;

(iii) A duly appointed member of the University of Maryland police force; and

(iv) Any military or militia personnel directed by constituted authority to keep law and order.

(5) "*Pistol or revolver*" has the same meaning as in § 441 of this article.

(6) "*Rifle, shotgun, short-barreled rifle, short-barreled shotgun*" has the same meaning as in § 36F of this article.

(7)(i) "*Public place*" means a place to which the general public has access and a right to resort for business, entertainment, or other lawful purpose.

(ii) "*Public place*" is not limited to a place devoted solely to the uses of the public.

(iii) Public place includes:

1. The front or immediate area or parking lot of any store, shop, restaurant, tavern, shopping center, or other place of business;

2. A public building, including its grounds and curtilage;

3. A public parking lot;

4. A public street, sidewalk, or right-of-way; and

5. A public park or other public grounds.

(b) *Prohibited possession of firearms at demonstrations in public places.*—Except for law enforcement officers, a person may not have a firearm in their possession or on or about their person at a demonstration in a public place, or in a vehicle within 1,000 feet of a demonstration in a public place, after:

(1) Having been advised by a law enforcement officer that a demonstration was occurring at the public place; and

(2) Having been ordered by the law enforcement officer to leave the area of the demonstration until the person disposes of the firearm.

(c) *Penalty.*—A person who violates any of the provisions of this section is guilty of a misdemeanor, and on conviction is subject to a term of imprisonment of not more than 1 year, or a fine of \$1,000 or both. (1982, ch. 482).

## Art. 27, § 10A

**Scope of arson widened beyond common-law limits.**—The General Assembly has widened the scope of arson beyond its common-law limits. *Brown v. State*, 285 Md. 469, 403 A.2d 788 (1979).

**Malice undefined.**—The General Assembly never defined malice in its role as an essential element of the crime of arson. *Brown v. State*, 285 Md. 469, 403 A.2d 788 (1979).

**Cited** in *State v. Hiken*, 43 Md. App. 259, 405 A.2d 284 (1979).

### § 10A. Burning cross or other religious symbol.

It shall be unlawful for any person or persons to burn or cause to be burned any cross or other religious symbol upon any private or public property within this State without the express consent of the owner of such property and without first giving notice to the fire department which services the area in which such burning is to take place. Any person or persons who violates the provisions of this section shall, upon conviction, be deemed guilty of a felony and shall suffer punishment for a period not to exceed 3 years or shall be fined an amount not to exceed \$5,000 or shall suffer both such fine and imprisonment in the discretion of the court. (1966, ch. 315; 1969, ch. 514; 1980, ch. 204; 1981, ch. 409.)

**Effect of amendments.**—The 1980 amendment, effective July 1, 1980, substituted "1 year" for "90 days" in the second sentence and substituted "\$2,000" for "\$500" therein.

The 1981 amendment, effective July 1, 1981, substituted "felony" for "misdemeanor" and eliminated "by imprisonment in the county or Baltimore City jail" following "punishment" in the second sentence, substituted "3 years" for "1 year" in that sentence and substituted "\$5,000" for "\$2,000" therein.

### § 121A. Harrassment.

(a) In this section "course of conduct" means a persistent pattern of conduct, composed of a series of acts over a period of time, that evidences a continuity of purpose.

(b) This section does not apply to any peaceable activity intended to express political views or provide information to others.

(c) A person may not follow another person in or about a public place or maliciously engage in a course of conduct that alarms or seriously annoys another person:

- (1) With intent to harass, alarm, or annoy the other person;
- (2) After reasonable warning or request to desist by the other person; and
- (3) Without a legal purpose.

(d) A person who violates this section is guilty of a misdemeanor and, upon conviction, is subject to a fine not exceeding \$50 or imprisonment for not more than 30 days. (1986, ch. 721).

## Brunswick police

The Ku Klux Klan came to the railroad town of Brunswick Saturday morning to pass out literature, but a town policeman said, "we told them they had to keep moving."

Brunswick has an ordinance that prohibits standing around, blocking sidewalks.

## Crossburning thwarted

Alert action on the part of a neighbor stopped three men attempting to burn a cross on a lawn on Wood Ways Road in Pasadena.

The neighbor, Jeffra Gellert, observed the men attempting to erect the cross. As he ran out of his door and toward them, two of the men fled into nearby woods. The third, wearing a ski mask, was approached by Gellert.

As his mask was taken off, the suspect said, "Don't kill me, Jeff," and then fled on foot.

## Police help Koreans get along with blacks

Korean immigrants open businesses in a poor inner-city community. The merchants have trouble communicating with their customers. There are cultural differences and misconceptions. Misunderstandings ensue and later, hard feelings.

Baltimore police officers have seen firsthand how that resentment may manifest itself, how those problems may result in vandalism, robberies or shootings.

"The reason the Police Department is involved is because there has been some violence and crimes associated with these misunderstandings," said Sgt. William D. Lawson, the department's liaison with the Korean community.

# Law Enforcement/Uniform Crime Report

Since its inception the Governor's Task Force on Violence and Extremism has had a remarkable working relationship with the Maryland State Police.

In 1981, under State Police Superintendent Thomas Smith, the State Police participated and, indeed, took the lead in the implementation of the Incident Reporting legislation that was signed into law and implemented that year.

Prior to the July 1, 1981 implementation date of the law, Colonel Smith conducted a seminar for local law enforcement officers on incident gathering, had developed the format under which the information was to be collected and had State police personnel trained in collating and evaluating the data. This efficient implementation of the law permitted the Task Force to undertake its work on a timely basis.

In Maryland, the Police Training Commission is headed by the Superintendent of State Police. Training procedures and in-service training on the handling of these incidents, with emphasis on assistance to the victims, have been developed by the Training Commission and is an integral part of police training in the State of Maryland. Frequently, the Director of the State Human Relations Commission, who also serves on the Task Force, has been called upon to develop and participate in special seminars and programs to assist the law enforcement officers in training.

The Task Force wishes to acknowledge the dedication and commitment of Colonel Wilbur Travers who served as the Superintendent of the Maryland State Police from 1982-1986. Colonel Travers represented the State in various conferences and educational forums throughout the Nation to discuss the reporting of these incidents and the role of the police in the community should an incident occur.

In 1984, the Department of Justice invited the Chair of the Task Force and Colonel Travers to testify before a committee of the Washington State General Assembly on the general work of the Maryland Task Force and to specifically discuss the Incident Reporting Procedure in the State of Maryland. As was the case in 1981 and continues to the present, Maryland is the only State in the United States that has a legally mandated incident reporting procedure.

Since 1981 the monthly incident reports have been filed with the State Human Relations Commission as required by law and monthly reports have been presented to the Governor's Task Force.

Refinement of the reporting procedures and process has been a continuing exercise of the Task Force.

## *Law Enforcement/Incident Reporting*

In 1981, only the larger counties in the State were reporting. Today all twenty-four jurisdictions are filing monthly reports even if there have been no reported incidents in the jurisdiction.

It was determined that the law officer at the scene of the incident was unsure at times that the incident was racially, religiously or ethnically motivated. In some cases the officer would make the decision to not include an incident based on his or her own judgment without collaboration or discussion. With increased training the officers have become more sensitized to this issue and are able to discern the possible overtones of the incident.

In particular, one can address the incidents that were occurring between the Korean and Black communities in Baltimore City. Many predominantly Black communities in Baltimore have Korean merchants. In many cases these stores had been there for many years under Korean ownership. Some of these stores had been sold to other Koreans who were not only new to the area, but new to the country. Although from the outside looking in no difference was perceived, viewed from the other direction there had been a change in the community. A new owner, a new arrival to the Country and, in many cases, a different way of doing business caused hostilities to flare. Under the leadership of Police Commissioner Bishop Robinson and Sergeant William D. Lawson, assessments were made of what was happening in the community—how many incidents; who was involved; were there any patterns? As a result of their research, the Baltimore City Police met with the communities, discussed the patterns that were emerging, and encouraged each group to work with the police and with each other. The Task Force is indebted to Sergeant Lawson for his willingness to work on this difficult problem, to care enough to get to the root cause and for being a full participator with the Task Force over the past three years.

Gatherings, which have as their basis racial, religious or ethnic hate or intimidation, are of serious concern to the law enforcement community. These gatherings have the potential of spilling over to the community at large and present a serious threat to its well-being. Based on that knowledge, law enforcement agencies and the Governor's Task Force have worked closely together when there has been an expected gathering of the Ku Klux Klan or any other group that would present such dangers. These units have tried to make certain that the elected, religious and community leaders are advised in advance as to when these gatherings are scheduled to occur.

In many cases counter-statements have been made through ecumenical services or by elected officials. In particular, one can cite the peaceful ecumenical service held in a Black church in Preston, Maryland, when the Klan held a rally ten miles out of town. In another case, the citizens of Frederick County joined together in an harmonious service when the Klan met at Braddocks Heights on private property.

Because State and local law enforcement was on the front line in these cases and others, it was under its advice and guidance that the Governor's Task Force encouraged the passage of legislation in 1982 which would prohibit firearms at public demonstrations.

In all of the cases that have involved high profile gatherings or incidents, the Task Force has encouraged the communities to empower themselves, to be careful of outside forces that would dictate to the community and to make any statement in a peaceful and caring manner.

## **Incident Reporting**

Throughout this report of the Governor's Task Force on Violence and Extremism, the reader will encounter references to the Racial, Religious and Ethnic (RRE) Incident Reporting system in Maryland.

This law has been an incredible resource, and in some ways, an incredible burden for the Task Force.

For almost six years the members of the Task Force have taken pride in the fact that Maryland's system is the only one in the country and, at the same time, has felt a responsibility to continue to refine and upgrade the system.

As previously noted, with encouragement by the Maryland State Police, all 24 jurisdictions in Maryland are currently filing their monthly incident reports. These reports are part of the Uniform Crime Reports (UCR) that are required by law to be submitted to the Maryland State Police. These reports are used as the basis for National crime statistics by the U.S. Department of Justice.

To inform the reader of the five-year record of incident reporting in Maryland, the Task Force requested and received a five-year analysis from the Maryland State Police and the Maryland Human Relations Commission—the two agencies identified as responsible for collection and analyses under the law.

These analyses are included in this section of the report.

The reports exposed two major trends:

- (1) Cross-burnings have decreased significantly—from 32 in 1982 to 8 in 1986. This decrease may be due to the penalty being increased and the crime raised from a misdemeanor to a felony.
- (2) Physical assault has increased markedly each year, even when the overall incidents decreased.

This finding, observed only recently when the State Police began its analysis, parallels a recent finding in a study conducted by the National Institute on Violence and Extremism. While the state police finding was based on reported incidents, the Institute's study was based on actual victim interviews done across the County. A large majority of these victims had encountered physical assault.

The Task Force had been under the impression that most of these incidents involved vandalism, i.e. swastikas on synagogues, cross-burnings, racial slurs painted on buildings, or verbal abuse. That actual physical assault played a major role in many of these incidents should be of serious concern to communities, schools and law enforcement.

## **Police Procedures**

Under the leadership of Chief Cornelius J. Behan, the Baltimore County Police Department has developed guidelines and procedures for handling these incidents. These procedures, applauded throughout the nation, serve as a model throughout law enforcement and are being replicated in other jurisdictions in the State of Maryland. These procedures include extensive efforts in the area of victim assistance.

## *Law Enforcement/Incident Reporting*

It had been the experience of the Baltimore County Police that once an incident occurred, the victim was victimized a second time particularly if the crime were a highly visible one. If a cross was burned on the lawn of a black family, the police would gather the necessary evidence but leave the charred remains of the cross and the fire. Curiosity caused people to drive by, neighbors to stare and isolation of the victims occurred.

By changing the procedures, the officers not only gathered evidence but cleared away any trace of the incident; they then visited with the neighbors encouraging them to visit with the victims and not participate in a second victimization.

In developing its guidelines, the Department stressed its obligation not only to investigate criminal acts but also to recognize and react in a supportive manner to the emotional trauma experienced by the victims, families and citizens of the community which has witnessed or suffered from prejudicially motivated extremism. The Department's purpose is threefold:

- ▣ *to take an active role in promoting peace and harmony among diverse groups living and working within the County to protect all citizens against racial, religious and ethnic intimidation and harassment;*
- ▣ *to conduct thorough investigations of all such malicious or criminal incidents and to support maximum prosecution of those who are apprehended for committing such acts; and*
- ▣ *to ensure that all such incidents are reported to the Maryland State Police as required by law, and that any violations are dealt with immediately.*

The procedures and guidelines for accomplishing the above are presented at the end of this section.

The Task Force is convinced that the dedication and care of the Maryland State Police and local law enforcement in many of our jurisdictions have been responsible for the major changes in how communities respond to these incidents. That the police has perceived these incidents as more than just criminal acts or "kids not knowing better" has meant that the citizens in our State are better served.

**STATISTICAL ANALYSIS  
OF  
RACIAL, RELIGIOUS AND ETHNIC INCIDENTS  
1981-1986**

PREPARED BY:

JOHN COOK, LIEUTENANT, MARYLAND STATE POLICE

ROBERT J. SPANGLER, ADMINISTRATIVE OFFICER, MARYLAND STATE POLICE

**STATISTICAL ANALYSIS  
INCIDENT REPORTING  
1981-1986  
MARYLAND STATE POLICE**

Under Article 88B, Sections 9(b) and 10(b), of the Annotated Code of Maryland, the Maryland State Police has had the responsibility for collecting information regarding incidents that are racially, religiously or ethnically motivated since 1981.

To determine if there were any patterns in these incidents over the past five years, the Governor's Task Force on Violence and Extremism requested the Maryland State Police to conduct an analysis of the data collected during that period of time.

Currently every jurisdiction in Maryland is including incidents of this nature in their monthly Uniform Crime Reports. These forms, upon completion, are submitted to the Maryland State Police in accordance with the law.

Included in this analysis are the following:

TABLE I—RRE Incidents  
(volume per year)

TABLE II—Assault Incidents  
(volume per year)

TABLE III—Assault Incidents  
(% distribution/year)

TABLE IV—RRE Incidents  
(by quantitative rank)

TABLE V—RRE by category  
(volume per year)

TABLES VI—XI—RRE by County  
(volume per year)

TABLES XII—XVII—Sample Incident Reports

The five year study of racial, religious and ethnic incidents showed no direct correlation by month or year. However, the assault category displayed *marked* increases four of the five years studied. These results concur with the six-month study conducted by the National Institute Against Prejudice and Violence.

## *Law Enforcement/Incident Reporting*

Although reported incidents rose and fell during the five year period, one major factor remained *constant*. The percent distribution of physical assaults escalated at an alarming rate. Regardless of increases or decreases in reporting, the severity of the incident, i.e. physical confrontation, grew. In 1985, four of every ten racial, religious and ethnic incidents resulted in a physical assault.

Projected 1986 figures reveal a 13% increase in racial, religious and ethnic incidents over last year. Physical assaults will reach the 1985 figure. Cross burnings are decreasing annually, possibly due to the felony legislation which passed in 1981.

Seventy percent of all reported incidents occurred in two of the twenty-four jurisdictions. One has to question, however, whether there really are more incidents per capita in these jurisdictions. These two jurisdictions, Baltimore County and Montgomery County, have also been the most aggressive subdivisions in officer training, education and reporting encouragement and may account for some, but not all, of the reported incidents.

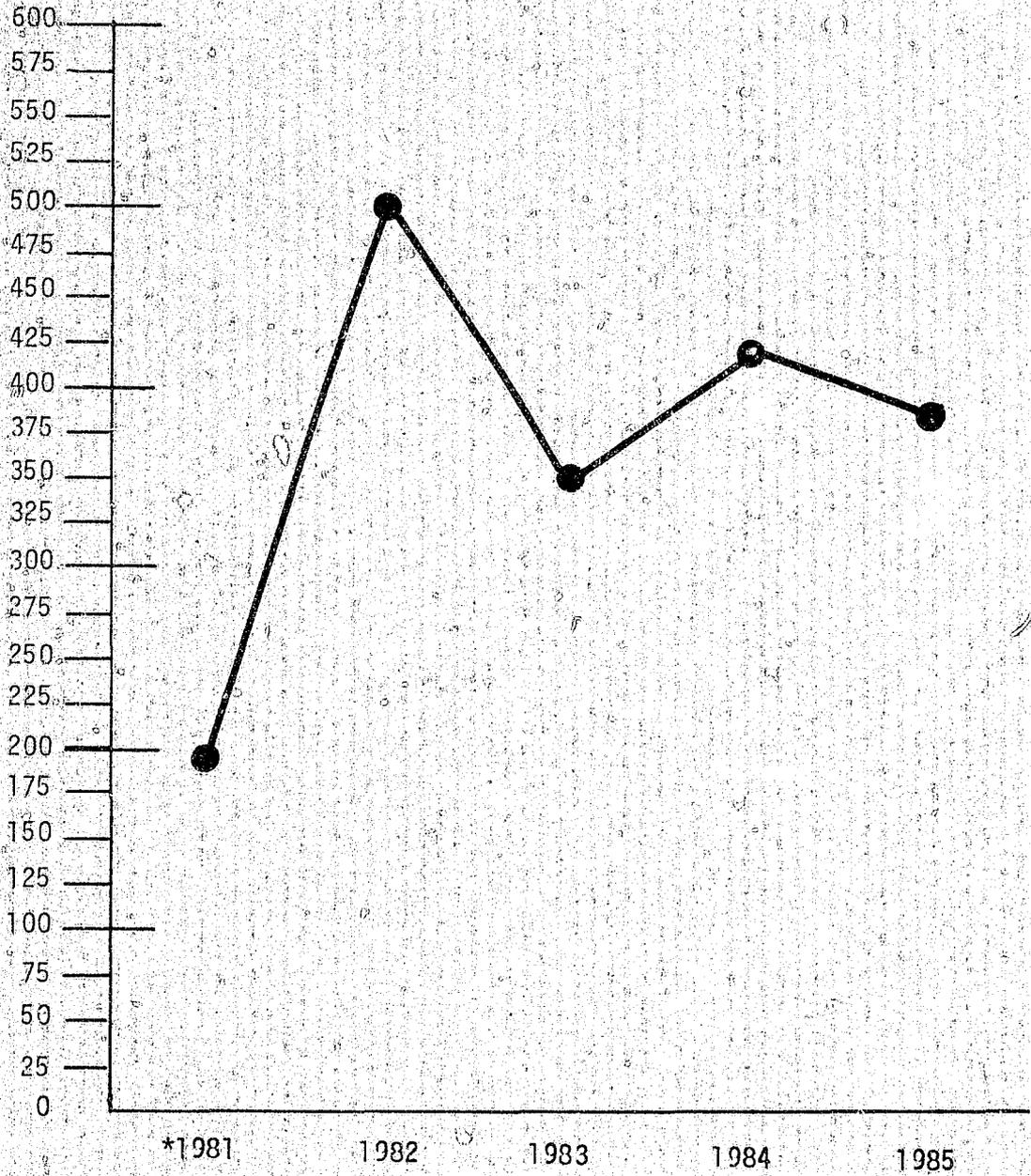
In addition, there has been some difference in the reporting procedure in some jurisdictions. In some cases, every incident that is perceived by the officer at the scene is recorded as an RRE incident and forwarded to the State Police in the monthly report. Other jurisdictions do a follow up to determine if indeed there is adequate evidence to suggest that the incident was racially, religiously, or ethnically motivated. The report is then revised locally to reflect that determination before submission to the State Police. This issue is currently being discussed by the State Police and local law enforcement officers to achieve conformity in the reporting procedure.

The Maryland State Police is also in the process of pursuing the acquisition of state of the art equipment to permit more sophisticated analyses of these incidents and other crimes to assist them in developing tools and procedures to increase their proactivity to avert these incidents.

After this five year effort, the State Police will also begin to develop rules and regulations so that the reporting procedure in each jurisdiction is similar.

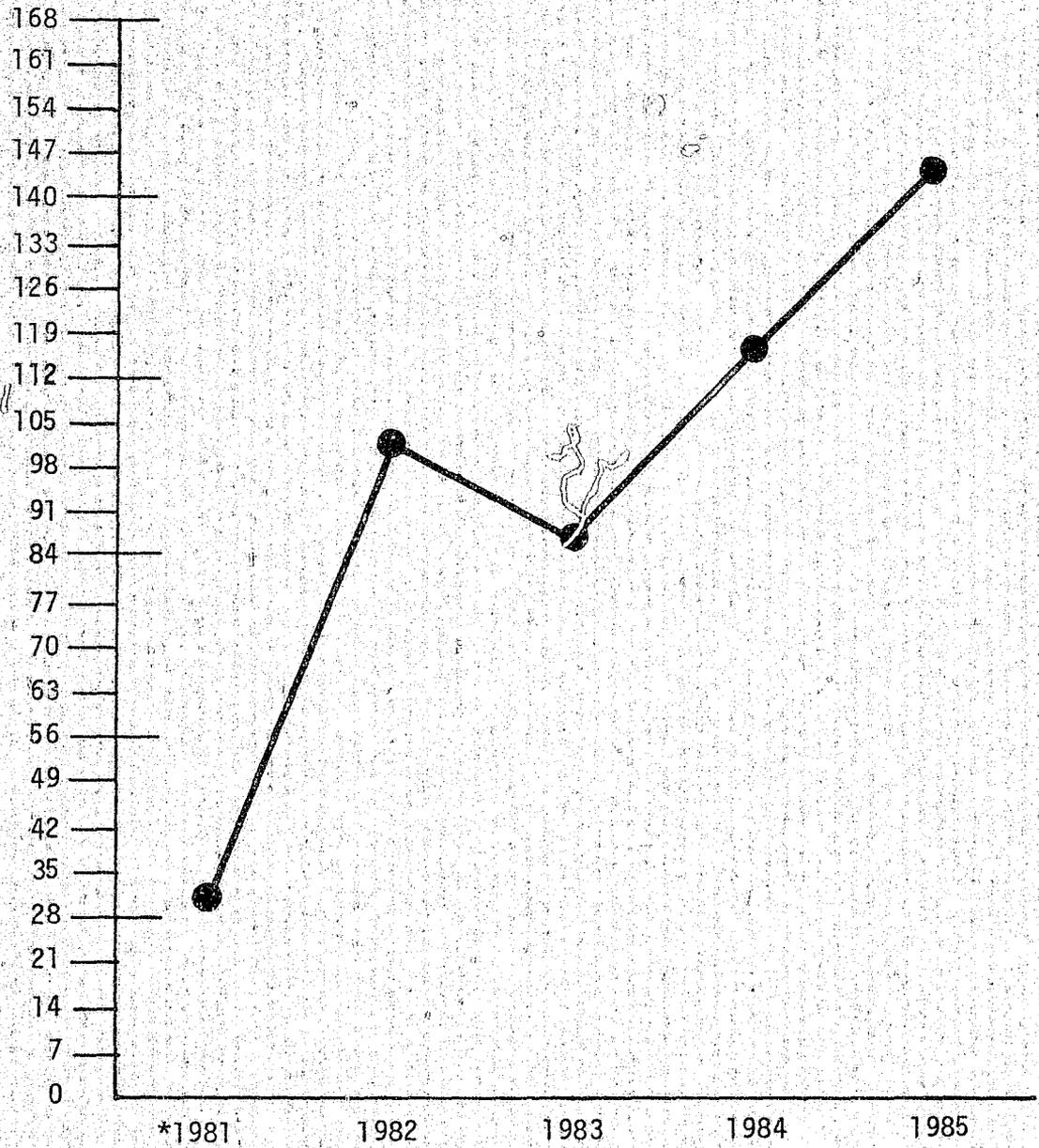
In these incidents, as in other incidents such as child abuse or spousal abuse, most organizations who are involved in the collection or analysis of these data, are convinced that the reported numbers merely reflect the surface of the problem.

**TABLE I**  
**RACIAL, RELIGIOUS AND ETHNIC INCIDENTS**  
**VOLUME BY YEAR**  
**5 YEAR TREND**



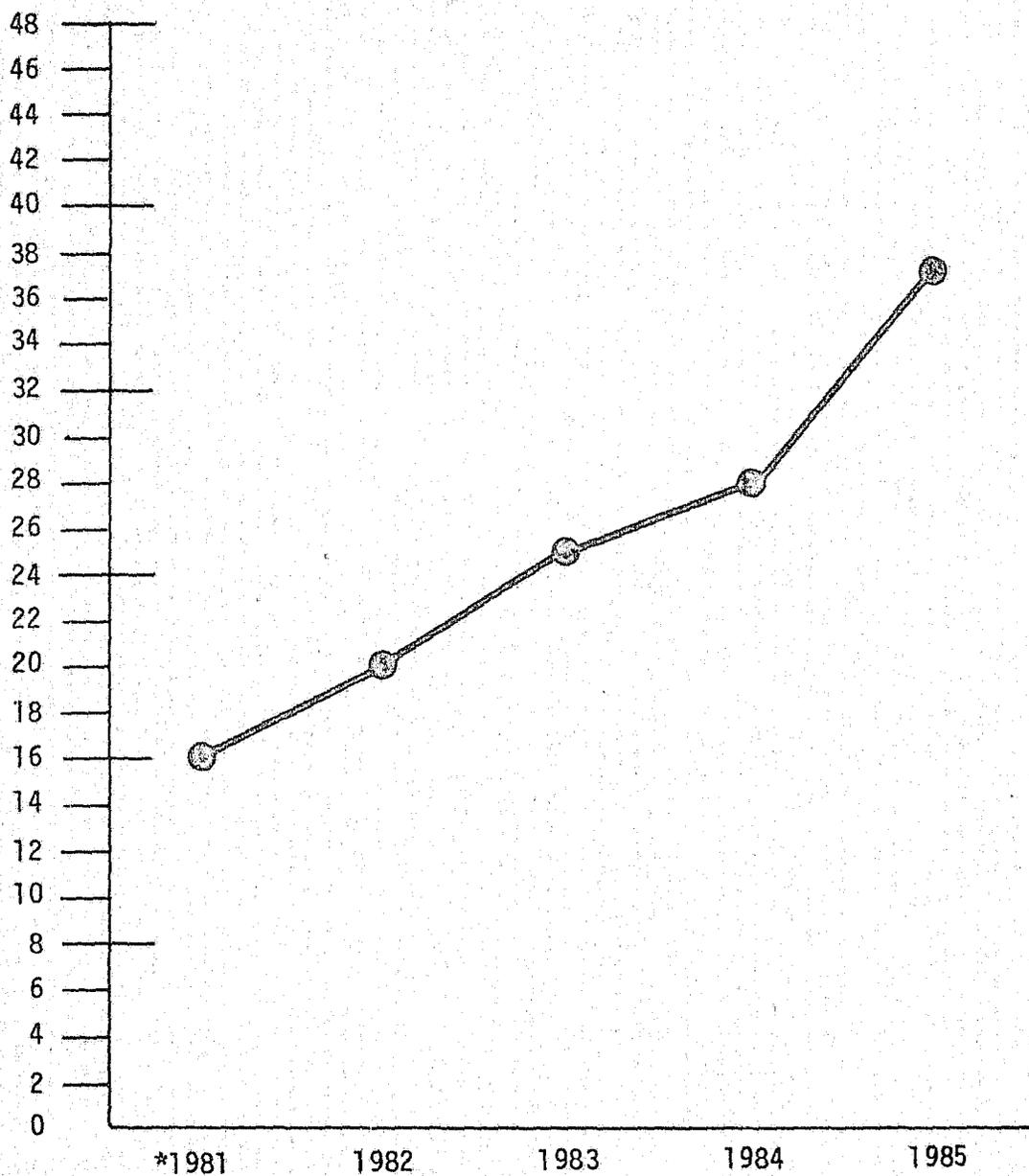
\*Only 6 month data available.

**TABLE II**  
**ASSAULT INCIDENTS**  
**VOLUME BY YEAR**  
**5 YEAR TREND**



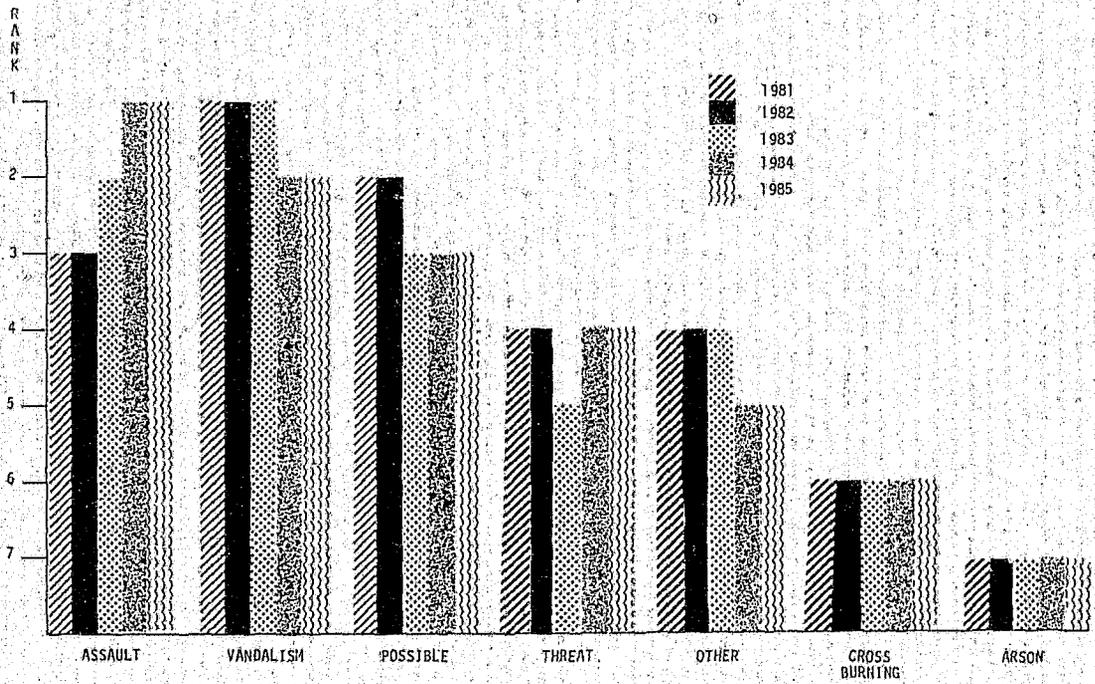
\*Only 6 month data available.

**TABLE III**  
**ASSAULT INCIDENTS**  
**% DISTRIBUTION BY YEAR**  
**5 YEAR TREND**



\*Only 6 month data available.

**TABLE IV**  
**RACIAL, RELIGIOUS AND ETHNIC INCIDENTS**  
**BY QUANTITATIVE RANK**  
**5 YEAR TREND**



**TABLE V  
RACIAL, RELIGIOUS AND ETHNIC INCIDENTS**

	Assault			Arson			Crossburning			Vandalism			Threat			Other			Possible		
	Rank	No	%	Rank	No	%	Rank	No	%	Rank	No	%	Rank	No	%	Rank	No	%	Rank	No	%
1981	3	30	16	7	2	1	6	15	8	1	65	34	4	26	13	4	26	13	2	29	15
1982	3	102	20	7	4	1	6	33	7	1	141	28	4	59	12	4	59	12	2	107	21
1983	2	88	25	7	4	1	6	19	5	1	100	28	5	27	8	4	42	12	3	76	21
1984	1	116	28	7	3	1	6	8	2	2	113	27	4	45	11	5	40	10	3	96	23
1985	1	144	37	7	0	0	6	6	2	2	82	21	4	41	11	5	39	10	3	73	20

**TABLE VI**  
**July 1–December 31, 1981**  
**RACIAL, RELIGIOUS AND ETHNIC INCIDENTS REPORTED**

County	*% of Total	Total	Aslt	Arson	Cross Burnings	Vandalism	Threat	Other	Possible
Baltimore City	3%	6		1		4	1		
Anne Arundel Co.	6%	11	1		1	1	1	2	5
Baltimore Co.	35%	67	13		6	16	12	7	13
Caroline Co.	2%	3			1		1		1
Carroll Co.	1%	1							1
Cecil Co.	1%	1				1			
Charles Co.	1%	1	1						
Dorchester Co.	1%	1				1			
Frederick Co.	5%	10	3		1	2	2		2
Harford Co.	2%	4				2		2	
Howard Co.	1%	2			1	1			
Montgomery Co.	31%	59	8		2	31	6	7	5
Pr. George's Co.	10%	20	4		3	6	3	4	
St. Mary's Co.	1%	2		1					1
Talbot Co.	1%	2						2	
Wicomico Co.	2%	3						2	1
<b>Total</b>		<b>193</b>	<b>30</b>	<b>2</b>	<b>15</b>	<b>65</b>	<b>26</b>	<b>26</b>	<b>29</b>

\*Percent Distribution does not equal 100% due to rounding.

**TABLE VII**  
**January-December, 1982**  
**RACIAL, RELIGIOUS AND ETHNIC INCIDENTS REPORTED**

County	*% of Total	Total	Aslt	Arson	Cross Burning	Vandalism	Threat	Other	Possible
Baltimore City	7%	35	2	1	5	16	8	1	2
Anne Arundel Co.	4%	21	5		7	2	2	4	1
Baltimore Co.	27%	138	33	1	9	28	8	16	43
Calvert Co.	.4%	2	1						1
Carroll Co.	1%	5				1		2	2
Cecil Co.	.6%	3	1				1		1
Charles Co.	.2%	1					1		
Dorchester Co.	2%	8			1		2	3	2
Frederick Co.	1%	6	1			2		2	1
Harford Co.	1%	7			2	1	3		1
Howard Co.	2%	8	1		1	6			
Kent Co.	1%	5	1					1	3
Montgomery Co.	42%	210	49		4	67	23	21	46
Pr. George Co.	9%	46	7	2	3	18	9	5	2
Queen Anne's Co.	.2%	1						1	
St. Mary's Co.	.2%	1			1				
Talbot Co.	1%	5					2	2	1
Washington Co.	.6%	3	1					1	1
<b>Total</b>		<b>505</b>	<b>102</b>	<b>4</b>	<b>33</b>	<b>141</b>	<b>59</b>	<b>59</b>	<b>107</b>

\*Percent Distribution does not equal 100% due to rounding.

**TABLE VIII**  
**January—December, 1983**  
**RACIAL, RELIGIOUS AND ETHNIC INCIDENTS REPORTED**

County	*% of Total	Total	Aslt	Arson	Cross Burning	Vandalism	Threat	Other	Possible
Baltimore City	3%	10	2	3	2	2	1		
Allegany Co.	1%	2	2						
Anne Arundel Co.	4%	16	2	1	3	3	3	1	3
Baltimore Co.	28%	98	32		5	17	3	19	22
Carroll Co.	1%	4	2						2
Cecil Co.	1%	2			1	1			
Dorchester Co.	1%	2				1	1		
Frederick Co.	2%	8	1		1	3		1	2
Howard Co.	3%	9			1	6	2		
Kent Co.	1%	3							3
Montgomery Co.	44%	158	43			45	11	17	42
Pr. George's Co.	10%	37	3		5	20	5	3	1
St. Mary's Co.	1%	1				1			
Talbot Co.	1%	5	1		1	1		1	1
Wicomico Co.	1%	1					1		
<b>Total</b>		<b>356</b>	<b>88</b>	<b>4</b>	<b>19</b>	<b>100</b>	<b>27</b>	<b>42</b>	<b>76</b>

\*Percent Distribution does not equal 100% due to rounding.

**TABLE IX**  
**January—December, 1984**  
**RACIAL, RELIGIOUS AND ETHNIC INCIDENTS REPORTED**

County	*% of		Total	Aslt	Arson	Cross Burning	Vandalism	Threat	Other	Possible
	Total	Total								
Allegany Co.	0%	0								
Anne Arundel Co.	10%	42	16			2	11	3	2	8
Baltimore City	3%	12	5	1			4	1		1
Baltimore Co.	37%	155	45			2	44	14	19	31
Calvert Co.	0%	0								
Caroline Co.	1%	3				1		1		1
Carroll Co.	1%	4						1	1	2
Cecil Co.	1%	5	3			1				1
Charles Co.	1%	4	1	1			1		1	
Dorchester Co.	.2%	1								1
Frederick Co.	.2%	1					1			
Garrett Co.	0%	0								
Harford Co.	.5%	2						2		
Howard Co.	1%	6	1				1	2	1	1
Kent Co.	0%	0								
Montgomery Co.	33%	140	35	1			36	18	11	39
Pr. George's Co.	9%	36	7			1	15	1	4	8
Queen Anne's Co.	0%	0								
St. Mary's Co.	1%	3								3
Somerset Co.	0%	0								
Talbot Co.	1%	3	1					1	1	
Washington Co.	.2%	1						1		
Wicomico Co.	.5%	2	1			1				
Worcester Co.	.2%	1	1							
<b>Total</b>		<b>421</b>	<b>116</b>	<b>3</b>		<b>8</b>	<b>113</b>	<b>45</b>	<b>40</b>	<b>96</b>

\*Percent Distribution does not equal 100% due to rounding.

**TABLE X**  
**January–December, 1985**  
**RACIAL, RELIGIOUS AND ETHNIC INCIDENTS REPORTED**

County	Total	Aslt	Arson	Cross Burning	Vandalism	Threat	Other	Possible
Allegany Co.	3							3
Anne Arundel Co.	17	10			3	1	2	1
Baltimore City	14	6			7		1	
Baltimore Co.	120	45		2	18	6	18	31
Calvert Co.	0							
Caroline Co.	0							
Carroll Co.	6	2						4
Cecil Co.	1					1		
Charles Co.	0							
Dorchester Co.	0							
Frederick Co.	11	4		1	1	4		1
Garrett Co.	1	1						
Harford Co.	2	2						
Howard Co.	8				2	5		1
Kent Co.	1					1		
Montgomery Co.	167	67		1	36	20	15	28
Pr. George's Co.	28	6		2	13	2	1	4
Queen Anne's Co.	0							
St. Mary's Co.	5				1	1	1	2
Somerset Co.	0							
Talbot Co.	2	1						1
Washington Co.	1						1	
Wicomico Co.	2				1			1
Worcester Co.	0							
*Total	389	144	0	6	82	41	39	77

\*All agencies reported for the months of January–December, 1985.

**TABLE XI**  
**August, 1986**  
**RACIAL, RELIGIOUS AND ETHNIC INCIDENTS REPORTED**

County	Total	Aslt	Arson	Cross Burning	Vandallism	Threat	Other	Possible
Allegany Co.	0							
Anne Arundel Co.	2	2						
Baltimore City	3	1	1		1			
Baltimore Co.	5	2					1	2
Calvert Co.	0							
Caroline Co.	0							
Carroll Co.	0							
Cecil Co.	1			1				
Charles Co.	1			1				
Dorchester Co.	0							
Frederick Co.	2	1				1		
Garrett Co.	0							
Harford Co.	1				1			
Howard Co.	0							
Kent Co.	0							
Montgomery Co.	9	3	1		3	1		1
Pr. George's Co.	3				1	2		
Queen Anne's Co.	0							
St. Mary's Co.	0							
Somerset Co.	0							
Talbot Co.	0							
Washington Co.	0							
Wicomico Co.	0							
Worcester Co.	1						1	
<b>*Total</b>	<b>28</b>	<b>9</b>	<b>2</b>	<b>2</b>	<b>6</b>	<b>4</b>	<b>2</b>	<b>3</b>

\*All agencies reported for the month of August, 1986.

## TABLE XII

MARYLAND SUPPLEMENTARY RACIAL, RELIGIOUS,  
AND ETHNIC INCIDENTS REPORT

11

01604  
AGENCY IDENTIFIERForward By 7th Day After The End of Each Month To:  
Criminal Records - Central Repository (UCR Section)  
Maryland State Police, Pikesville, Md. 21203

INCIDENT / CRIME CLASS	DATE	TIME	TYPE OF INCIDENT	CASE NUMBER	VICTIM INFORMATION	OFFENDER INFORMATION	CLEARANCE Arrest or Exception	CIRCUMSTANCES (Summary of incidents including any weapons, injuries, or type of property damaged and attacker) *Zip Code*
04	08/21/86	2345	Racial	G 643-550	WM - 15	NM - 15	Arrest	After verbal exchange suspect pulled knife on victim.
04	08/21/86	2142	Racial	R 643-539	WM - 16	10- NM - 18	Open	Victim approached by suspects and threatened. 20854
04	08/12/86	2200	Racial	G 641-681	WM - 16	6-7 NM's	Open	Victim walking to car, approached by suspects & had a knife pulled on him.
08	07/04/86 09/12/86	0000 0000	Racial	G 641-539	WF - 33	Unknown	Open	Unknown persons set mailbox on fire. 20878
14	08/15/86	1720	Racial	G 242-240	WF - 35	NM - 17	Arrest	Victim's windshield was broken by suspect.

## INCIDENT/CRIME CLASSIFICATION

04 Assault	14 Vandalism	26C Mail Threat
08 Arson	26A Bombing	26D Other
08A Crossburning	26B Verbal Threat	30 Possible Racial, Religious or Ethnic Incident

COUNTY MONTGOMERY

MONTGOMERY COUNTY, MARYLAND  
DEPARTMENT REPORTING

AUGUST 1986  
REPORT FOR MONTH OF

September 30, 1986  
DATE OF REPORT

Lt. Charles A. Federline, Director, Records Division  
PREPARED BY TITLE

Bernard D. Crooke, Chief of Police  
HEAD OF DEPARTMENT

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VERIFIED	
ADJUSTED	

MD UCR FORM 1

**TABLE XIII**

**MARYLAND SUPPLEMENTARY RACIAL, RELIGIOUS,  
AND ETHNIC INCIDENTS REPORT**

11

01721  
AGENCY IDENTIFIER

Forward By 7th Day After The End of Each Month To:  
Criminal Records - Central Repository (UCR Section)  
Maryland State Police, Pikesville, Md. 21208

INCIDENT / CRIME CLASS	DATE	TIME	TYPE OF INCIDENT	CASE NUMBER	VICTIM INFORMATION	OFFENDER INFORMATION	CLEARANCE Arrest or Exception	CIRCUMSTANCES (Summary of incidents including any weapons, injuries, or type of property damaged and attack *Zip Code*
26D	07/18/86	0800	Ethnic	86-199-590	W/M/23	B/M/18	Suspect	Suspect left a threatening note on victim's auto along with a live 38 cal. shell. 20909
26D	07/24/86	0810	Racial	86-205-456	B/F/26	Unknown	Unknown	Suspect(s) left a note on victim's car stating, "You are being watched by the Knights of the Ku Klux Klan." 20747
14	08/08/86	0900	Racial	86-220-336	P. G. School	Unknown	Unknown	Unknown(s) sprayed racial messages on school wall 20748

INCIDENT/CRIME CLASSIFICATION

- 04 Assault
- 08 Arson
- 08A Crossburning
- 14 Vandalism
- 26A Bombing
- 26B Verbal Threat
- 26C Mail Threat
- 26D Other
- 30 Possible Racial, Religious or Ethnic Incident

COUNTY P.G.

Prince George's County Police Dept.

DEPARTMENT REPORTING

October 17, 1986

DATE OF REPORT

Norma J. Vass, Data Preparation Supervisor

PREPARED BY

TITLE

August, 1986

Michael J. Flaherty, Chief of Police

HEAD OF DEPARTMENT

REPORT FOR MONTH OF

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PUNCHED	
VERIFIED	
ADJUSTED	

MD UCR FORM 11

Law Enforcement/Incident Reporting

TABLE XIV

MARYLAND SUPPLEMENTARY RACIAL, RELIGIOUS,  
AND ETHNIC INCIDENTS REPORT

00800  
AGENCY IDENTIFIER

Forward By 7th Day After The End of Each Month To:  
Criminal Records - Central Repository (UCR Section)  
Maryland State Police, Pikesville, Md. 21208

INCIDENT / CRIME CLASS	DATE	TIME	TYPE OF INCIDENT	CASE NUMBER	VICTIM INFORMATION	OFFENDER INFORMATION	CLEARANCE Arrest or Exception	CIRCUMSTANCES (Summary of incidents including any weapons, injuries, or type of property damaged and attack *Zip Code*
08A	8/10/86	2225	Racial	10809591	Chas Wilson residence	Unknown		Cross burned in front yard - <del>no</del> 21921

INCIDENT/CRIME CLASSIFICATION

- 04 Assault
- 08 Arson
- 08A Crossburning
- 14 Vandalism
- 26A Bombing
- 26B Verbal Threat
- 26C Mail Threat
- 26D Other
- 30 Possible Racial, Religious or Ethnic Incident

COUNTY Cecil

Cecil Co Sheriff's Office  
DEPARTMENT REPORT NO

Aug 1986  
REPORT FOR MONTH OF

DATE OF REPORT 9-3-86  
PREPARED BY Howard Dean TITLE  
HEAD OF DEPARTMENT (Signature)

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ADJUSTED	

MD UCR FORM

Law Enforcement/Incident Reporting

**TABLE XV**  
**MARYLAND SUPPLEMENTARY RACIAL, RELIGIOUS,**  
**AND ETHNIC INCIDENTS REPORT**

00900  
 AGENCY IDENTIFIER

Forward By 7th Day After The End of Each Month To:  
 Criminal Records - Central Repository (UCR Section)  
 Maryland State Police, Pikesville, Md. 21208

INCIDENT / CRIME CLASS	DATE	TIME	TYPE OF INCIDENT	CASE NUMBER	VICTIM INFORMATION	OFFENDER INFORMATION	CLEARANCE Arrest or Exception	CIRCUMSTANCES (Summary of incidents including any weapons, injuries, or type of property damaged and attacks) *Zip Code*
08A 30	8/15/86	0124	Racial	2-26-13922	Black Female 44 years old	Unknown		Placed a cross in the victims yard and set it on fire; also spray painted derogatory 20664
								Remarks on the road way in letters approx. 8" tall. \$100.00 damage.

**INCIDENT/CRIME CLASSIFICATION**

- |                  |                   |  |
|------------------|-------------------|--|
| 04 Assault       | 14 Vandalism      | 26C Mail Threat                                  |
| 08 Arson         | 26A Bombing       | 26D Other  |
| 08A Crossburning | 26B Verbal Threat | 30 Possible Racial, Religious or Ethnic Incident |

COUNTY Charles

Charles County Sheriff's Dept.  
 DEPARTMENT REPORTING

September 9, 1986  
 DATE OF REPORT

Doris M. Coombs, Control Clerk  
 PREPARED BY TITLE

August 19 86  
 REPORT FOR MONTH OF

James F. Gartland, Sheriff  
 HEAD OF DEPARTMENT

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EDITED	
PUNCHED	
VERIFIED	
ADJUSTED	

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Law Enforcement/Incident Reporting

# TABLE XVI

## MARYLAND SUPPLEMENTARY RACIAL, RELIGIOUS, AND ETHNIC INCIDENTS REPORT

1104  
AGENCY IDENTIFIER

Forward By 7th Day After The End of Each Month To:  
Criminal Records - Central Repository (UCR Section)  
Maryland State Police, Pikesville, Md. 21208

Law Enforcement/Incident Reporting

INCIDENT / CRIME CLASS	DATE	TIME	TYPE OF INCIDENT	CASE NUMBER	VICTIM INFORMATION	OFFENDER INFORMATION	CLEARANCE Arrest or Exception	CIRCUMSTANCES (Summary of incidents including any weapons, injuries, or type of property damaged and attack *Zip Code*
26B	8/26/86	10:30 PM	VERBAL THREATS	86-1136	W/m JEWISH	UNKNOWN	EXCEPTION	VICTIM ADVISED AT A JEWISH CAMP (CAMP FRIED) TO STAY OFF THURMONT STREETS

### INCIDENT/CRIME CLASSIFICATION

- 04 Assault
- 08 Arson
- 08A Crossburning
- 14 Vandalism
- 26A Bombing
- 26B Verbal Threat
- 26C Mail Threat
- 26D Other
- 30 Possible Racial, Religious or Ethnic Incident

COUNTY \_\_\_\_\_

THURMONT PD  
DEPARTMENT REPORTING

SEPTEMBER 1, 1986  
DATE OF REPORT

GARY WEAVER SGT.  
PREPARED BY TITLE

AUGUST 1986  
REPORT FOR MONTH OF

CHIEF H.O. SHOOK  
HEAD OF DEPARTMENT

DO NOT USE THIS SPACE	
RECORDED	INITIALS
EDITED	E.W.
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VERIFIED	
ADJUSTED	

**MARYLAND HUMAN  
RELATIONS COMMISSION**

**Racial, Religious and Ethnic  
Reporting System**

**Analysis**

**1981-1986**

**THE MARYLAND COMMISSION ON HUMAN RELATIONS  
Racial, Religious, and Ethnic Reporting System**

**Purpose and Legislative Intent**

Prior to the enactment of the legislation, the Commission and other public and private civil rights agencies had no accurate way to gauge the scope and nature of the problem. In a very rudimentary way the Commission collected statistics of incidents by way of the press or by way of the victim calling the agency for assistance. Moreover, acts of incidents were reported to the law enforcement authority in a fashion which would not indicate that the incident was racist or anti-semitic. For example, defacing a synagogue with a swastika was reported as property damage; or a crossburning was reported as arson. Consequently, the Commission had no real way of knowing the extent of the problem.

Therefore one purpose of legislation was to create an accurate data base in order to respond to these incidents. The following are statistics collected by the Commission prior to the enactment of the law:

<b>County</b>	<b>Year</b>	<b>Incidents</b>
1. Baltimore County	1979	32 crossburnings
	1980	8
	1981	8
		racial & religious Incidents—25
2. Prince George's Co.	1980	10 racial/anti-semitic
		17 crossburnings
	1981	4 racial
		1 crossburning
3. Montgomery County	1980	25 racist/anti-semitic
		1 out of 10 reported to police
		12 crossburnings
	1981	1 crossburning
		7 anti-semitic
		3 racial
4. Harford County	1981	14 crossburnings
5. Anne Arundel County	1981	1 crossburning
6. Cecil County	1981	1 crossburning
7. Eastern Shore		Literature
8. St. Mary's County		Literature
9. Frederick	1980	2 Rallies
		1 crossburning

## Law Enforcement/Incident Reporting

These statistics are very conservative compared to what our statistics have shown since the enactment of the legislation.

	FY 82	FY 83	FY 84	FY 85
Crossburnings	28	11	12	9
Racial	331	315	245	317
Religious	77	70	73	73
Ethnic	9	30	19	23
Multiple/Unknown		—	—	17

As a result of the reporting system, there are many jurisdictions which are not reporting as accurately as they should because they have difficulty in determining what should be reported. Because of this, the Commission and the state police have begun to develop guidelines.

## Programmatic Benefits of RRE

### Councils of Goodwill

While these statistics have not provided the most accurate data base, they have enabled the Commission to organize a community plagued by extremist activity. For example, when the Klan was conducting rallies on the Eastern Shore, the community was rather reluctant to respond at all. As a result of knowing that this problem was not unique to Eastern Shore, but rather statewide, the community's anxieties were allayed. Consequently, the Commission was able to establish the Council of Goodwill on the Eastern Shore; Caroline, Dorchester, and Talbot Counties.

### Victim Assistance

The RRE enables the Commission along with local human relations commissions and other civil rights agencies to respond to victims of these kinds of activities. Each month, the statistics are sent to local commissions and other civil rights to review and to act appropriate in their respective locales. If it were not for these statistics, many victims would not be served, particularly in the rural areas of the state.

### Legislation

Since 1982, civil rights legislation on local, state and federal levels has been introduced and the Maryland statistics were used in support of such legislation. Examples include:

- I. Maryland's Legislation
  1. Criminal Harassment—enacted 1986
  2. Civil Rights Bill—failed 1983, 1984, 1985
  3. Education Civil Rights Task Force—passed—1986
- II. Federal
  1. Federal RRE—Pending
  2. Federal Criminal Harassment—Pending

### Conclusion

While the Commission's involvement in the area of extremist activity is not a direct result of the reporting system, the statistics have enabled the Commission to convince and persuade communities that the problem is real and can not be ignored. Communities are more amenable to change if our arguments are supported with statistics.

Prior to the enactment of the RRE law, the Commission was/is statutorily responsible for monitoring extremist activity. Therefore many of the activities referenced in this report are not a direct result of RRE, but merely an extension of our overall programs.

**Fiscal Year 1982**

Total	Assaults	Arson	Cross Burnings	Vandalism	Threats	Other	Possible
440	72	5	32	134	62	49	86
Racial		331 (75%)					
Religious		77 (18%)					
Ethnic		9 ( 2%)					
Unk/Multiple		23 ( 5%)					

In 1982 racial incidents represented the majority of incidents and more than 99% of those incidents were between blacks and whites. Less than 1% of the victims in the racial category were Asian. The ethnic group in this year were mostly European born residents. Montgomery County and Baltimore County comprised 64% of the incidents.

**Fiscal Year 1983**

Total	Assaults	Arson	Cross Burnings	Vandalism	Threats	Other	Possible
433	109	1	22	115	36	60	90
Racial		315 (73%)					
Religious		70 (16%)					
Ethnic		30 ( 7%)					
Unk/Multiple		18 ( 4%)					

In FY 1983 assault increased from 72 to 109 incidents—This is a 51% increase. However, vandalism decreased by 14%. Vandalism is a property crime; whereas, assault is a personal injury crime.

**Fiscal Year 1984**

Total	Assaults	Arson	Cross Burnings	Vandalism	Threats	Other	Possible
352	76	6	4	104	37	42	83
Racial		245 (70%)—Predominant Targeted Group—Blacks					
Religious		73 (21%)—Predominant Religious Group—Jews					
Ethnic		19 ( 5%)—Predominant Targeted Group—European, Middle East					
Unknown		15 ( 4%)					

In FY 1984, the number of incidents decreased from an average of 436 incidents a year to 352 a year. This represents a 19% decrease. Additionally, vandalism decreased by 9% and assault decreased by 30% this year.

**Fiscal Year 1985**

Total	Assaults	Arson	Cross Burnings	Vandalism	Threats	Other	Possible
439	155	1	9	101	41	41	91
Racial		317 (72%)					
Religious		73 (17%)					
Ethnic		23 ( 5%)					
Multiple/Unknown		26 ( 6%)					

Vandalism continued to decrease but by a very small margin of 2%. However, assault increased from 76 to 115, a 103% increase.

## Fiscal Year 1986

Total	Assaults	Arson	Cross Burnings	Vandalism	Threats	Other	Possible
423	132	2	8	115	39	52	75
Racial		306 (72%)					
Religious		76 (18%)					
Ethnic		26 ( 6%)					
Multiple/Unknown		15 ( 4%)					

In fiscal year 1986 assaults decreased slightly by 17%; whereas, vandalism increased by 13%. The target group breakdown remained the same with racial incidents representing the largest number of incidents.

### General Comments

#### I. Counties

Montgomery and Baltimore Counties represent nearly 65% of all incidents reported. The reader must not draw any conclusions as to the level of tolerance of either county, for these counties are perhaps doing the most accurate reporting. Baltimore City with the most diverse and populated area only represents approximately 3% of the incidents.

In Montgomery County the predominant targeted group is the Jewish community, representing an average of 65% of all incidents; whereas Blacks represent an average 44% of all incidents reported during a five year period.

However, in Baltimore County the predominant group is the Black community and the Jewish community follows.

#### II. Types of Crimes

Over the five year period crossburnings have decreased significantly—from 32 in 1982 to only 8 in 1986. These occurred mostly in Baltimore and Montgomery counties. The decrease in crossburnings is probably due to the penalty being upgraded from a misdemeanor to a felony in 1983.

Assault and vandalism have been indirectly proportional throughout the 5 year period. When assault increases, vandalism decreases and vice-versa.

All other crimes have no significant changes.

#### III. Target Groups of Vandalism

The majority of incidents occur in residential areas. There is a small number of reported incidents in educational facilities. Montgomery County is the only jurisdiction which reports incidents in schools with any significant numbers—This usually is less than 10% of the reported vandalism. Occasionally, jurisdiction with state institutions will report incidents, but they only represent less than 1% of all the incidents.

Of the reported vandalism, approximately 1% are religious institutions, and the majority are synagogues in Montgomery County.

IV. *Conclusions*

1. The number of incidents have generally remained the same, from a low of 352 to a high of 440. The percent changes have varied from year to year and are as follows. Parenthesis represents decreases.

<b>FISCAL</b>	<b>NUMBER</b>	<b>PERCENT CHANGES</b>
1982	440	
1983	433	1.5% (1982-1983)
1984	352	(18%) (1983-1984)
1985	439	25 (1984-1985)
1986	423	3.6% (1985-1986)

2. The majority of the Incidents reported are in Montgomery and Baltimore counties.
3. Baltimore City with the largest population and most diverse community only represent 3% of the reported incidents.
4. The predominant target group in Montgomery County is Jewish, but in Baltimore County it is Black.
5. The majority of the vandalism occurs in residential areas.
6. Vandalism and assault are indirectly proportional; as vandalism increases, assault decreases and vice versa. Moreover vandalism and assault combined represent approximately 60% of all the reported incidents.

THE BALTIMORE COUNTY APPROACH TO HANDLING  
CROSS BURNINGS AND OTHER RACIALLY OR  
RELIGIOUSLY MOTIVATED CRIMINAL ACTS.

PRESENTED TO:

THE GOVERNOR'S TASK FORCE ON  
VIOLENCE AND EXTREMISM ON

JULY 8, 1981

Major Walter T. Coryell  
Baltimore County Police Department  
400 Kenilworth Drive  
Towson, Maryland 21204  
301-494-3143

**Procedure:**

The following procedure is placed into effect as soon as the Police Department becomes aware that a racially or religiously motivated crime has occurred. All incidents coming to the attention of our officers *must be recorded* with as much detail as possible so that a proper evaluation of the nature of the offense can be undertaken. In this regard our operational order states:

*"The reporting, investigating, and followup of all racial or religious incidents will be considered as priority matters."*

1. Patrol personnel from the precinct in which the offense occurs respond to the scene and begin both the investigative and notification processes. All patrol personnel have been informed of the extreme need for sensitivity and compassion that is so necessary when contacting the victims of offenses of this nature.

- a) *Training in sensitivity to victim needs begins for our officers with Entry-level Recruit School.*
- b) *It is re-enforced periodically through both regularly scheduled in-service and specialized training courses.*
- c) *Field Operational Order #81-4 was issued in April of this year to firmly establish responsibility and procedures for handling racial or religiously motivated criminal instances. In respect to sensitivity our order reads as follows: "We have an obligation beyond that of investigating violations of law. That obligation is to recognize and react in a positive manner to the fears of the victims of such incidents; to ensure and reassure these victims that every method available to a modern police organization will be utilized in an effort to find and prosecute those responsible."*

## The Baltimore County Approach To Handling Cross Burnings and Other Racially or Religiously Motivated Criminal Acts

### Background:

In January of 1981 Baltimore County began to experience a sharp increase in the number of cross burnings and other apparently racially motivated criminal acts. These acts were primarily directed against black citizens and appeared to be connected to or motivated by the Ku Klux Klan.

Investigative steps were immediately instituted to identify and gather evidence against those responsible. However, it was apparent that this type of criminal activity required a *broader approach* than that traditionally ascribed to law enforcement.

Racially or religiously motivated criminal acts not only have a devastating effect on the individual victim, but also tend to shake the very foundations of our society. In such incidents, where intimidation is the apparent purpose, the emotional trauma experienced by the victim must be dealt with as well as the criminal act. Community leadership must be kept informed of the realities and proportions of the problem so that they may keep their communities current. Additionally, it should be apparent to all involved that the full resources of the Government are being applied to the resolution of these problems.

To meet these needs, the Baltimore County Police developed a multifaceted procedure to be implemented in response to cross burnings and other racial or religiously motivated acts. The procedure has been designated to bring investigative and enforcement elements of the police department into quick action. It is also designed to insure the victim that all necessary investigative and protective procedures are being implemented. Concerned governmental agencies and community leaders are informed of the realities and nature of the criminal incident soon after the occurrence so that coordinated efforts can be launched.

"In some instances victims may be expected to view police response as inadequate, or even insensitive, because of the historical realities connected with racial injustice, therefore, extreme care must be taken to combat negative perceptions, and to convey the utmost sensitivity to the victims of racial or religious harassment or terrorism."

2. After notification by patrol personnel, the Crime Lab officers will respond, photograph and gather evidence from the actual cross which was burned. Precinct personnel will then insure that the cross is removed and disposed of.

It may seem unnecessary to insure that such items as burned crosses are removed, however, it has been our unfortunate experience to increase victim trauma by overlooking such a basic step.

3. Precinct special investigation unit personnel will conduct follow-up investigations and visit the victim as soon as possible after the incident occurs. A uniformed precinct supervisor will visit the victim to reassure them of police department concern and dedication.

These contacts, timely contact, by both investigative and supervisory personnel have been found to be particularly important to the individual victim and the community. It is an obvious, visible sign of the Police Department's concern and commitment. Victims have indicated that these visits have tended to boost their confidence and reduce their fear.

4. Precinct personnel will notify Intelligence Section in regard to each cross burning. Intelligence Section personnel will assist in the investigation of the incident. In addition, Intelligence Section keeps track of all cross burnings and other religious/racial incidents to help in identifying patterns and/or suspects.

In this regard, the analysis personnel within the Intelligence Section have access to all criminal information being gathered by our Department. Analyzers of this information will help the investigating officers to determine whether an apparently racial or religiously oriented criminal act is an isolated incident or a planned act of harassment. Information pertaining to criminal patterns or suspects is then disseminated to concerned units and agencies.

5. The Intelligence Section will contact the Director of the Baltimore County Human Relations Commission who is also a member of the Baltimore County Executive's Staff, and inform him of the cross burning or other criminal act and its relationship to other reported incidents.

The working relationship between Mr. Harold Long, Director of the Baltimore County Human Relations Commission, and the Police Department could not be more complementary. On many occasions Mr. Long will personally visit the victims of these criminal acts. His visits demonstrate County Government's commitment to insuring the rights and safety of all its citizens. During these contacts Mr. Long will offer whatever form of assistance may be within the County's ability to give.

One occasion recently his assistance took the form of helping the victim of a racial harassment find work and housing in a section of the County in which he had been seeking to relocate.

6. Police Community Relations personnel are also notified. Appropriate Police Community Relations personnel will canvass the neighborhood in an attempt to inform the residents of the nature of the cross burning and to mobilize Community sentiment against such acts of racial intimidation and violence. Where appropriate, Police Community Relations personnel have also made contact with the neighborhood churches in an effort to enlist their assistance in condemning such unlawful acts.

On two specific occasions this use of Community Relations personnel has been proven to be highly successful.

- a) During a situation, in the Eastern area of Baltimore County, where a cross was burned in the yard of a racially mixed couple our Community Relations personnel were used to canvass the community. As a result of this canvass several neighborhood families contacted the victim family and sought to establish a firm friendship. The contacting neighbors were seeking to assure the victim family that the sentiments of those who burned the cross were certainly not the sentiments of the community as a whole.
- b) In another instance recently our Community Relations have worked closely with area churches and civic groups to ease tensions when a minority family moved into a previously non-integrated area. As a result the matter had been quickly resolved by bringing Community pressure to bear on the family that was objecting to the integration."

7. The Intelligence Section is also responsible for keeping the community leadership informed on the nature of the racially motivated acts which occur in the County. *Minority leaders have been very helpful in keeping citizens informed of the realities of the situation.* The support of these leaders has been invaluable to the Police Department in terms of investigation and prosecution of these illegal acts.

Experience has shown over and over that distortion and rumor are two of the greatest dangers facing a law enforcement agency when handling criminal situations which are motivated by racial or religious prejudice.

8. In the past the Intelligence Section was responsible for notifying the State Human Relations Commission of the nature and number of verified acts of a racially or religiously motivated nature. The commission was also prepared to make personal contact with the victims of such illegal acts when either they or our department felt it would be beneficial. This reporting will now be automatically processed through the State Police.

9. This process of notification is also followed when these cases are cleared by arrest. In this way the victim concerned, governmental agencies and citizens' groups are kept informed of the progress being made against these illegal acts.

As might be assumed, we took a great deal of pleasure in informing all concerned when our undercover Intelligence officers had been able to gather enough information to make possible the arrest of six K.K.K. members in Baltimore County for planning to destroy the home of a Catonsville N.A.A.C.P. member.

We have also had our lighter moments too, such as when a cross was found by a concerned citizen in an area frequented by children. Our investigation revealed that the cross had actually been constructed by the neighborhood children to mark the grave of a buried animal. In this instance the cross was returned to the children.

### **Closing Summation:**

These procedures which were originally developed in response to cross burnings, have now been applied to all racially or religiously motivated criminal instances.

These procedures are helping the department to meet the needs of citizens. They provide community leadership with factual and timely information concerning the realities of the problem being experienced in the community, while at the same time it brings the full resources of the community and governmental agencies to bear on problems facing the community.

## Educators told to fight intolerance

Annapolis — The class for gifted children in a Baltimore county elementary school had read a book on life in Nazi Germany.

And now, the author was there to discuss it with them. One of the students, a girl of about 8, raised her hand. She said her father had told her that Hitler is still alive. "Is that true?" she asked. Before an answer could be given, the youngster raised her hand again and said: "Wait, wait, I know the answer. It only matters if he's alive in our minds."

That moment of youthful insight was shared yesterday as evidence that even a child can understand that racism and religious bigotry reside in the mind and so can be overcome — and that schools play a vital role in that process.

The story of the thoughtful child was offered by Dr. H. Margret Zassenhaus, a member of Governor Hughes's Task Force on Violence and Extremism and the prizewinning author of "Walls," an account of life for non-Nazi, non-Jewish Germans during the reign of Adolf Hitler.

She spoke to about 100 Maryland educators who gathered in the House chamber yesterday for a discussion of their importance as teachers of toleration and reverence for life as an alternative to the hatred symbolized by swastikas and cross burnings.

Governor Hughes repeated his view that desecration of churches and other acts of intimidation against racial or religious groups must not be dismissed as childish pranks. If people do not understand what they are doing, he said, they must be educated.

"If these acts are committed and the perpetrator understands exactly what has been done, then we have failed," he said.

Arthur S. Flemming, yesterday's keynote speaker, said that while most Americans are increasingly intolerant of bigotry, there are still implacable foes of a just society who will continue to resist progress.

Mr. Flemming, who was secretary of Health, Education and Welfare under President Dwight D. Eisenhower and chairman of the U.S. Commission on Civil Rights for seven years, said that more must be done to gain the fruits of the revolution of laws that has occurred in legislatures and courts over the last generation.

He hailed Maryland and Governor Hughes for proposing a national institute for the study of extremism, violence and its causes.

THE SUN

# Prevention Through Education

Acts of prejudicially motivated extremism do not exist in a vacuum. Consequently, one of the most important aspects of the Task Force's work in its control and prevention was education: of State and local government, of our children and young adults, of concerned communities and individuals, of the press, and finally of Maryland citizens in general.

## **Government, Concerned Communities, and Individuals**

In pursuing prevention through education, the Task Force held regional meetings across the State. In each case invited participants included all local elected officials, law enforcement personnel, Human Relations Commissions and staff, religious and community leaders, and local government staff people from appropriate agencies, such as Juvenile Services, School Boards, Social Services, and State's Attorneys' offices. Notifications were also sent to the local newspapers and radio stations, inviting interested citizens to attend. These meetings began with an introduction by the Chair of the Task Force on the scope and nature of hate violence and the need for affected communities to take action in its prevention and control. After this introduction, each member of the Task Force spoke on the special perspective his or her agency brings to addressing hate violence and what it can do to either control the human destruction caused by these incidents or to promote intercultural toleration. Each regional meeting was then opened to the floor for questions from the audience. All participants were encouraged to draw upon the assistance of the Task Force in the future, and to network with one another to promote local grass roots efforts dealing with the problems engendered by hate extremism.

Following each of these meetings, the Task Force conducted a regular business meeting, which helped focus its attention on the needs of local communities. The regional meetings were held in Salisbury on the Eastern Shore, Hagerstown in Western Maryland, St. Mary's City in Southern Maryland, Frederick in Frederick County, and Havre De Grace for Cecil and Harford Counties.

In addition to the regional meetings the Task Force sponsored or co-sponsored several conferences on the topic of hate extremism. The first, spearheaded by COVE, was held in October, 1981 at the Baltimore-Washington International Airport. It was the first Conference on Violence and Extremism held in the country, and attracted community leaders from across the State to participate in informed panel discussions on the subject. Attended by over 350 Maryland citizens, the Conference was so successful that the Task Force planned three similar conferences for targeted audiences: the business community, educators, and religious leaders.

## Business Conference

The first of these, a conference for business people, was held in conjunction with the Greater Baltimore Committee in the Fall of 1983 in Baltimore. In addition to presentations by members of the Task Force, Governor Hughes delivered the keynote address to the participating business people. The thrust of the Conference was that businesses have as much of a stake in the prevention of hate extremism as do individual citizens and other communities. As well as receiving an appeal for business to care about the problem for humanitarian reasons, those attending were educated on the destruction overt acts of extremism can have on employee morale, safety and condition of plants and facilities, deterioration of the business climate, and consequent loss of revenue or profit. In short, they were educated on the negative impact hate extremism has on business, that, indeed, it is bad for business. It was also at this Conference that Governor Hughes first spoke of the need for an institute to address this problem on a national level.

## Education Conference

The second conference was held for educators from all levels of our educational systems. For the first time in the history of the State of Maryland the leaders from all segments of public and private education—elementary, secondary, and higher education—were convened for an afternoon seminar. Held in the State House in the House Chambers on January 13, 1984, school superintendents and college and university presidents and administrators participated in a seminar that provided a national and personal perspective on violence and extremism.

Hosted by Governor Harry Hughes, the two major presentors for the seminar were:

Arthur S. Flemming  
Chairman, Civil Rights Commission 1974–82  
Director, National Coalition for Quality Integrated Education  
1982—present

*"Comments on U.S. Civil Rights Commission Report—Intimidation and Violence: Racial and Religious Bigotry in America."*

H. Margret Zassenhaus, M.D.  
Nominee for Nobel Peace Prize  
Author of *Walls*  
Knighted by King of Denmark and King of Norway for her efforts to save political prisoners in Nazi Germany during World War II.

*"Sets of Values in Times of Changing Structures"*

In addition to these two valuable and moving presentations, members of the Governor's Task Force on Violence and Extremism presented results of their efforts in the State of Maryland to make certain that State government did not condone any of these hate activities.

As a result of an incident on the University of Maryland College Park campus, the President of the University of Maryland, Dr. John S. Toll, had convened a task force on the campus to evaluate the incident and to make thorough recommendations on how to prevent future incidents and, if they did occur, how to react to them in an appropriate manner that is in keeping with the academic community. The results of the University of Maryland Task Force study were presented to the participants in the seminar by Dr. William E. Kirwan, Vice-Chancellor of the University of Maryland. The recommendations of the Task Force were well received by other higher education institutions and were subsequently sent to the other colleges and universities in the State for their review and possible implementation.

This unprecedented gathering was convened in the year of the 350th Anniversary of the settling of Maryland. It was held in the month during which the bicentennial of the Ratification of the Treaty of Paris and Washington's surrender of his commission were being celebrated in this same State House. To make the afternoon as auspicious as possible, the State Archivist, Dr. Edward Papenfuss, held a private viewing for the participants of the special exhibit in the State House which included the original Treaty on loan from France. Religious toleration having been the cornerstone of Maryland's founding in 1634 and the Treaty having bestowed upon America its greatest gift, freedom, this was especially inspiring and thought provoking for all in attendance. After the exhibit presentation, Governor and Mrs. Hughes held a reception for all of the participants.

Over 90% of the State's educational leaders participated in the Seminar.

### **Religious Conference**

On January 23, 1984, Governor Harry Hughes convened the religious leaders from across the State of Maryland. Representatives from the major religious denominations, including several interfaith councils, attended the morning conference held in the Calvert Room of the State House.

The intent of the conference was to encourage the leaders to convene a statewide conference for priests, ministers, rabbis and other religious leaders in Maryland to discuss the issue of racial, religious and ethnic intimidation, and to encourage sermons and educational programs within their communities.

The leaders responded by deciding to hold a statewide conference in October 1984. This conference, co-sponsored by COVE, was attended by over 100 participants.

The Task Force encouraged other entities to hold similar conferences and workshops, offering assistance in finding speakers and materials with which to conduct these educational programs. This effort was successful, resulting in, for instance, the University of Maryland's Conference on Violence and Extremism in March of 1982 in which several Task Force members participated as workshop leaders. It also generated a full-day workshop held by the State Juvenile Services Administration in January, 1983 to sensitize and educate its employees to the special nature and problems of prejudicially-motivated violence among youth. Employees attending this workshop included regional supervisors, line supervisors, intake supervisors, victim assistance coordinators, and the assistant attorney general assigned to the JSA. This workshop was followed up with the institution of a seminar on the subject for all intake personnel to ensure that the individuals who work with youngsters involved in the perpetration of extremist incidents have appropriate training. These are but two of the larger, more visible, examples of educational programs generated by the Task Force's work but sponsored by separate entities.

The efforts of the Task Force in this vein also instigated numerous requests from a variety of organizations and groups for speakers and printed information, often targeted for special audiences, from high school students to radio talk shows.

### **Children and Young Adults**

As previously mentioned the Task Force was directed by Governor Hughes to make certain that each appropriate department in State government assess its internal structure to strengthen its ability to deal with prejudicially motivated extremism and to clarify that such behavior is not condoned or tolerated by State agencies. As the Task Force began its work, three factors became evident: 1) that acts of violence and extremism were taking place in our schools and colleges, 2) that these incidents were

divisive and destructive to the affected schools, and communities at large, and 3) that many educators appeared at a loss as to how to deal with these incidents and the problems engendered by them.

In addition to the Educators Conference already mentioned, the Task Force pursued several avenues to rectify this situation. Firstly, it encouraged appropriate state and local school boards which had not already done so to publicly and clearly state that they would not tolerate acts of prejudice and extremism. The Maryland State Board of Education, for example, passed a resolution in July, 1981 stating in part that "public education is provided best in an atmosphere where differences are understood and appreciated and where silence in the face of deliberate acts of wanton hatred cannot and must not be tolerated in this State". The Resolution further charges the State Department of Education with giving positive emphasis in its curricular work, grants and awards to the unacceptability of this kind of activity, and encourages local school systems to do the same. The full Resolution may be found at the end of this section.

The Superintendent of the State Department of Education, Dr. David W. Hornbeck, met with local superintendents throughout the State and encouraged the local boards of education to adopt similar resolutions. He also incorporated the discussion of hate extremism in the school system, its prevention and targeted educational programs into summer seminars for school administrators. The Department prepared a "Brief Guide of Responses for School Administrators" as an additional resource to ensure that "the incident in the hallway, the locker room, the play area or the community will be discussed, rather than ignored." The Guide, distributed throughout our State's classrooms, provides teachers with various alternatives for bringing the discussion of such incidents into the proper, constructive forum—the classroom. Local school jurisdictions were encouraged to review, revise and adapt the guidelines to accommodate the special characteristics of their individual jurisdictions. Copies of the Guide have been requested from several other states. A copy of the Guide is included at end of this section.

Schools which had already adopted pertinent policy statements were encouraged to republicize them. The Task Force also encouraged the development of similar resolutions at the college and university level; (sample policy statements are reproduced at the end of this section).

The need for such focussed attention on the problem of hate extremism was also grasped by the Governor's Youth Advisory Council which, for three straight years incorporated a plank on violence and extremism in its Annual Youth Issues Platform. In addition several local Children and Youth conferences sponsored in 1981 by the Governor's Office on Children and Youth raised the issue of racial, religious and ethnic intimidation and bigotry on their agendas. Notably, the St. Mary's County Conference agreed to encourage local officials to adopt a resolution on the subject; the results of its efforts appear at the end of this section.

The initiatives developed by two county school jurisdictions in particular were promoted as models by the Task Force. Montgomery County schools, adopting ideas from the Montgomery County Human Relations Commission, developed a "Network of Teens", comprised of individual student volunteers to assist victims of hate extremism through their ordeals and the ensuing emotional traumas. The Network also works to promote intercultural toleration. The school system, itself, incorporates these themes into its curriculum and teacher training on an annual basis.

Frederick County established a special task force to review school response and prevention efforts which culminated in the establishment of permanent equity councils in each school. Each council is charged with monitoring its school's prevention and control efforts, the promotion of intercultural toleration through school programs, and making recommendations to improve these efforts. The full Frederick County Task Force Report is included in this section.

Some of these programs have been adopted, in part, by other school jurisdictions, most notably in the creation in Howard County of a Network of Students, patterned on the Montgomery program.

The Maryland State Teachers Association established a special Task Force on Violence and Extremism to review the National Education Association's model curriculum on the history of the Ku Klux Klan, anti-Semitism and racial discrimination, and to adapt it to include specific information about Maryland for recommendation to local educational entities. Two counties, Montgomery and Anne Arundel, had already incorporated the NEA model into local curriculum. In a related project the State Department of Education received modest federal funding through its Equal Opportunity Office under Title IV to develop pilot projects on this issue for school systems in Maryland. The Department and the MSTA coordinated these projects to reflect unity.

The concluding work of the Task Force with regard to prejudice and violence in the public school system was to conduct a survey of all twenty-four jurisdictions on the various prevention and response programs or techniques each has in place or is in the process of developing. The survey also elicited the degree to which such extremism is perceived to be a problem by each jurisdiction.

The survey addressed four major areas: 1) policies, 2) curriculum, 3) activities and programs, and 4) professional and non-professional staff development.

Overall, the survey results, completed in October of 1985, indicate that many positive efforts to address racially, ethnically and religiously motivated violence and extremism have been undertaken by the school systems in Maryland. While not all of the school jurisdictions had developed policies, curricula, activities and staff development programs specifically directed at violence and extremism, in all instances there were some very positive developments. As the aim of the Task Force was to promote such activity rather than to criticize inferior efforts by school administrators, the report on the results of the survey highlights those programs, policies, etc. considered to be models for emulation. The entire report is reprinted at the end of this section.

Shortly after the completion of the School Survey and Report, an act of racial harassment in the Frederick County School System caused the Maryland Black Legislative Caucus to become concerned over appropriate administrative response to such incidents, and avenues of recourse for victimized students and their parents. As a result, legislation in the form of House Joint Resolution 49 was introduced in and passed by the 1986 session of the Maryland General Assembly. The Resolution requested that a survey of existing school policies and programs be undertaken, that these be reviewed and that appropriate recommendations be developed for implementation throughout Maryland's school systems. With the approval of the President of the Senate and the Speaker of the House, Governor Hughes assigned this work to the Task Force on Violence and Extremism.

The Survey having already been completed, the Task Force assigned a subcommittee chaired by John Kyle to review it and develop recommendations. The subcommittee reported back at the final meeting of the Task Force with the following:

1. Additional human relations training is needed for teachers, school administrators and local school board members.
2. Existing research needs to be clarified, and a determination needs to be made about what, if any, new information elements are needed.
3. Procedures need to be established that an aggrieved party can follow in the school system.
4. Each of Maryland's twenty-four school systems should have curriculum and policies concerning the prevention and control of racism and hatred. Such curriculum and policies should be sufficient to meet the needs of their local communities. The School Survey Report should be reviewed for models.
5. The Governor's Task Force on Violence and Extremism should direct one or more continuing agencies/groups to monitor the implementation of the above recommendations.

With the Task Force about to terminate, it decided that responsibility for pursuing the implementation of these recommendations should be assigned to the Maryland Human Relations Commission, the Maryland State Department of Education, and the Governor's Office for Children and Youth. A formal, written request to this effect was sent from the Chair of the Task Force to each of these three agencies.

### **Higher Education**

Highly cognizant that our colleges and universities are equally subject to the devastation and divisiveness of hate extremism, the Task Force established an Ad Hoc Subcommittee on Higher Education, comprised of representatives from each public higher education facility in Maryland, and a representative from the private colleges and universities. Several incidents on college or university campuses, such as that already described at the University of Maryland in the "Background" section of this report, clearly demonstrated the need for this action. The Subcommittee recommended that:

- 1) Institutions should have ongoing programs of various kinds to promote mutual trust, respect and understanding among constituent groups;
- 2) Each institution and segment should have policies and regulations prohibiting acts of racial, ethnic and religious violence and extremism; and
- 3) Institutions should have mechanisms for adjudicating cases of violent and extremist behavior and procedures for redressing grievances arising from racial, ethnic and religious extremism.

The Task Force further asked the Subcommittee to ensure that all incoming students at State institutions receive presentations on the State Board of Higher Education's policy on toleration and equal opportunity. It also worked with the Subcommittee to encourage the higher education system within the State of Maryland to develop and implement policies and programs designed to prevent occurrences and to promote intercultural toleration.

In response to this urging of the Task Force, the State Board of Community Colleges passed a resolution on June 1, 1982 emphasizing that Maryland's community colleges do not condone nor tolerate these wanton acts. This resolution appears at the end of this section.

Subsequently, several of the community colleges provided the Task Force with information regarding curriculum, programming and special events developed to foster an appreciation of our diversity as citizens and students.

As a direct result of the March, 1982 incident at the University of Maryland in which a male student shot a Jewish female student with a B.B. gun, the University's Board of Regents passed a resolution in July of the same year condemning acts of bigotry and intimidation, reaffirming the University's support of intercultural toleration, and restating its policy of not condoning any act which conflicts with this resolution:

THE UNIVERSITY OF MARYLAND POSITION ON ACTS OF VIOLENCE AND EXTREMISM WHICH ARE RACIALLY, ETHNICALLY, RELIGIOUSLY OR POLITICALLY MOTIVATED

WHEREAS, the University of Maryland is a community of individuals of diverse racial and ethnic backgrounds, religious preferences and political persuasions; and,

WHEREAS, the University believes such diversity to be fundamental to the development of mutual trust, respect, and understanding among its constituent groups; and,

WHEREAS, the University seeks to influence the social attitudes, mores and folkways of the society through its example as well as its teaching, research and service; and,

WHEREAS, the University opts to cooperate fully in efforts by the Government, other State agencies and community groups to assure the preservation of human dignity and the protection of individual rights of citizens of the State of Maryland; and,

WHEREAS, the essential nature of the University requires an atmosphere of tolerance and understanding of diverse groups and opinions;

NOW, THEREFORE, BE IT RESOLVED, that the Board of Regents strongly condemn any bias or stigma against individuals based on their race, ethnicity, religion, or political beliefs, and,

BE IT FURTHER RESOLVED, that the Board of Regents strongly condemn criminal acts of destruction or violence against the person or property of others, and forewarns that individuals committing such acts at any campus or facility of the University will be subject to swift campus, judicial and personnel action, including possible expulsion or termination, as well as to possible State criminal proceedings.

June 18, 1982

Shortly thereafter, the University also established the Chancellor's Advisory Committee on Violence and Extremism comprised of representatives from the administration, faculty, students, the human relations office, and the campus police. The Advisory Committee was charged with "determin(ing) the effectiveness of the campus' policies and procedures for preventing and dealing with racial, religious and ethnic acts of violence and extremism." In carrying out this charge the Advisory Committee was asked to address 1) the extent to which University "policies, procedures and programs effectively discourage and/or respond to acts of violence and extremism and, 2) changes "needed to increase the effectiveness of these policies, procedures and programs". The Committee was asked to report back by December, 1982.

## *Prevention through Education*

The results of the Committee's work (full text reprinted at the end of this section) suggested that existing policies and procedures were generally sufficient, but that they required concentrated integration and publicizing. For instance, the Committee recommended that the campus police and the human relations office implement better communication for the timelier sharing of information, that the administration publicize its policy more frequently by calling on the services of the campus newspaper, that the paper also be used to report regularly on the disciplinary actions taken with regard to perpetrators of hate extremism in the hope of deterring similar violations, and that the human relations office develop a "network of neighbors" and directory for victim assistance to both students and staff. In addition, the Committee recommended the "development of a series of appropriate educational programs . . . directed at the entire campus community . . . (to) promote the University as a pluralistic institution."

Perhaps the most significant item in the Advisory Committee's report was its definition of responsible expression. The Committee first stated its conviction that freedom of responsible expression cannot be limited as to content, then defined it as that in which,

- there is no call to violence or threat of harm to another person or to property, and
- there is no denial to others of similar rights of expression, and
- time, place and circumstances do not lead to unreasonable threat of danger to others.

The definition is particularly interesting in light of the controversies spawned by the occasional sponsoring of extremist speakers on college campuses throughout the country. It speaks to the problem faced by all those working to prevent hate extremism—how to control the propagation of such violence without infringing on the Constitutional rights so necessary to the safeguarding of our democracy. Indeed, it may represent the bridge needed to join the fundamental principle of freedom of speech guaranteed by the First Amendment with the guarantee of equal protection under the law for all our citizens.

### **The Press**

Respect of First Amendment Rights was of equal concern to the Task Force in its interaction with the press and other media. However, the Task Force also understood that the manner in which hate extremism is covered by the press can work to either soothe or exacerbate the problem. Although working with the media was not strictly within the guidelines of Governor Hughes' charge to the Task Force, it was determined that press treatment of the issue could have significant impact on its work. It therefore established a Media Subcommittee to develop recommendations for cooperative communication, dialogue and sharing of ideas and perspectives with members of the media.

One of the first actions taken by the Task Force and the Subcommittee was to hold a meeting in January of 1983 to discuss with news journalists the sometimes far-reaching effects which coverage of hate extremism can have. Representatives of the local media were invited to this meeting in which the Task Force aired its concerns over the glamorizing effects which sensationalized coverage of hate groups and their activities can have, the need to balance stories on extremist incidents with news on the efforts of the community involved to promote toleration and/or assist victims of such incidents, and the need to ensure, through editorials and other appropriate vehicles, that the public is educated on the destructive nature of these incidents both on the community at large as well as the individual victims. The Task Force also unequivocally reaffirmed its

belief that the press should report hate extremism when it occurs, that the public not only has a right to know, but that it has a vital stake in knowing, and that ignoring or attempting to hide the problem serves only to assist its growth.

One of the major themes guiding the Task Force's approach to the press was that media representatives should be viewed as potential allies, and that the Task Force should focus on sharing concerns and establishing a dialogue rather than confronting the press with criticism. With this perspective in mind, the Subcommittee and the Chair of the Task Force sought meetings with the editorial boards of various newspapers and the general managers of all five television broadcasting stations serving the Baltimore Metropolitan area. During these meetings Task Force representatives shared their concerns and offered an array of resources available to reporters and editors when desired. In addition, in June of 1983 the Chair of the Task Force was invited to meet with a consortium of media programming and news representatives, the Baltimore Broadcasters Coalition, to brief them on the concerns of the Task Force. The following year the general manager of one of Baltimore's television stations, and then president of the Mid-Atlantic Broadcasters Association, included a message on the subject of violence and extremism in his remarks at the Association's annual convention. The remarks are reprinted here:

*Message from William Le Fevre to the Maryland, D.C. and Delaware Broadcasters Association:*

*June 19, 1985*

*Prejudicially-Motivated Violence and Extremism*

*"In Germany, the Nazis came for the Communists and I did not speak up since I was not a Communist.*

*Then they came for the Jews and I did not speak up since I was not a Jew.*

*Then they came for the Trade Unionist and I did not speak up since I was not a Trade Unionist.*

*Then they came for the Catholics and I was a Protestant so I did not speak up.*

*Then they came for me."*

*This was written by the German Pastor, Martin Niemoller, to describe the rise of Hitler and the Nazi movement. Unfortunately, it is just as pertinent today as it was forty years ago.*

*Recently, members of the Governor's Task Force on Violence and Extremism met with me to discuss the concern we all share regarding the prevention of prejudicial intimidation.*

*Despite great strides in civil and human rights over the past thirty years, recent reports from local and national law enforcement and human relation agencies reveal a significant increase in the rate and severity of extremist acts motivated by racial, religious or ethnic bigotry. Victim concentration has expanded to include many races, religious organizations and ethnic groups.*

*These incidents include arson of homes and businesses, cross burnings, assaults, fire-bombings, destruction of religious and other property, swastika painting, vandalism, and harassment.*

*Too often we tend to think of these incidents as just more statistics.*

*But imagine for a moment, if you will, what it must be like to open your front door every day to find a dead dog or cat on your doorstep because you had moved into a previously homogeneous neighborhood. Could you explain it to your children without terrorizing them? Or imagine receiving a phone call every night for ten years condemning you for your religious beliefs. Would you not be terrorized yourself? How would your own community react if it were chosen as the site for a Klan or other hate-group rally? Would not a previously peaceful neighborhood face the disruption and schism of fear, distrust and self-doubt?*

*These examples are real. They are happening every day across the United States. But they tell only one half of the story. The other half is usually left unspoken. It concerns the thousands of individuals and agencies who have made it their business to 'speak up' against these outrages. They include concerned citizens who volunteer to help victims of violence and extremism, local and governmental agencies organized specifically to deal with the problem, community and religious leaders who speak out despite the threat of retaliation, educators who teach intercultural understanding, law enforcement agencies which comprehend the horrendous and dehumanizing nature of such incidents, and elected officials who understand that toleration and diversity are part of the strength of our nation.*

*Throughout history, prejudicially motivated violence has plagued mankind and one fact stands out clearly from this history: hate begets hate, violence begets violence.*

*The world is no longer large enough to accommodate intolerance, and we all, individually and collectively, bear responsibility in preventing it. History has taught us that silence condones. What we need to understand is that sensationalism glamorizes. Somewhere between the two lies the balance which exposes the iniquity of intolerance and the lasting damage it inflicts on all society. That same point of balance will also reveal the benefits which can be achieved for all mankind through toleration and intercultural understanding.*

*It is my hope that each of you will continue to cover such stories with the caution and sensitivity you have displayed in the past, revealing violence and extremism for the horror it is, but also highlighting the positive effects of those working for toleration and understanding. Together we can make a difference.*

*Thank you.*

It is important to stress that, for the most part, the Task Force found media representatives to be responsive to its concerns rather than defensive or callous. A heightened communication and rapport was established and resulted in the clear balancing of reporting hate extremism with community efforts to promote harmony. For example, when a local Klan group began active recruitment in the Spring of 1985, a local radio talk show invited its leader to be a guest on the show. However, it also invited a spokesperson from the NAACP and the Chair of the Task Force to participate in response. Another example can be found in the print coverage of a Klan rally occurring in Frederick County in

1985. While the story and headlines ran on the front page of the Maryland Section of the Sunday Sun, the "cover" picture was that of the peaceful intergroup community rally which was held simultaneously to protest Klan activity and propaganda. A companion article on this community effort was run side by side with the Klan story, and indeed, received greater attention and in-depth coverage than did the Ku Klux Klan.

Conversely, in 1981, when a Klan rally was scheduled in Frederick County, the press actually provided a map in the paper with directions to the rally. Over the past five years, the Task Force has discerned a clear difference in the reporting of these incidents.

### **Educating Citizens in General**

The Task Force also recognized the power of the media in helping to educate our citizens on the benefits of fostering intercultural toleration and preventing prejudicially-motivated extremism. While government leadership, starting with Harry Hughes, had spoken out clearly, visibly and repeatedly on the subject, the Task Force knew that the prime audiences reached through these efforts were those who followed the news relatively closely or who were already involved with hate extremism in one respect or another. In order to reach a larger audience, the Task Force asked the Media Subcommittee to look into developing and producing an appropriate public service announcement (PSA) to be aired through the various television stations.

In pursuit of this request the Subcommittee coordinated its efforts with COVE which was also in the process of developing a PSA. COVE's theme was based on the negative effects of prejudice and violence. In order to avoid duplication and to stress the positive side of the issue, the Subcommittee decided to focus on the strength which diversity of our peoples has brought to America. In developing this theme the Subcommittee decided that it wanted to reach an audience which might normally "turn off" a message of this kind. Consequently, it looked for a spokesperson with broad appeal to all Maryland's citizens. Such a person was Artie Donovan, an ex-Colt football player, popular with every sector of Maryland's citizenry. Governor Hughes asked Mr. Donovan to participate, he agreed, and the Subcommittee collaborated with WMAR-TV to refine the script, and to arrange the production and distribution of the PSA. Throughout this process, the station personnel went out of its way to be helpful, absorbing the costs of production, and freely offering advice and assistance on all details in order to produce an effective PSA. In addition it has made the master copy of the spot available to the National Institute Against Prejudice and Violence should any other community wish to use it locally, inserting the name of its own organization and telephone number.

The finished spot is thirty seconds in length. Focussing on the theme that diversity is the strength of America, it opens with Mr. Donovan joining a group of young students of all backgrounds working on a common classroom project. Mr. Donovan says, "If a team is going to be a winner everybody on the team has to have a chance to contribute. And we all have to respect each other's contributions."

"I'm Art Donovan. Kids know what I'm talking about. When they're working as a team, they naturally pull together."

"To me, America is like a team. When we respect each other, America wins. But let bigotry and prejudice disrupt the team and we all end up losers."

"Diversity is America's strength, So—"

At this point one of the children breaks in to say, "Let's grow together."

And Mr. Donovan concludes, "Let's show 'em how," as all the children gather around him.

### *Prevention through Education*

The PSA first aired in December 1985 and has periodically been aired throughout 1986. Offered to all of the television stations in the State, it was used by several of the stations in the Baltimore area. In addition, when a Klan rally was anticipated in Western Maryland at the same time the Maryland Chapter of the NAACP was to hold its annual convention there, the Task Force recontacted the local television station asking it to air it specially. It agreed to do so.

While such activities cannot prevent hate extremism, they can help individual citizens and communities understand the need to speak out against such behavior and to promote intergroup harmony.

**SCHOOL GUIDES, SURVEYS AND REPORTS**

## A Brief Guide of Responses for School Administrators

200 West Baltimore Street  
Baltimore, Maryland 21201

301-659-2100

1982

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The Maryland State Department of Education does not discriminate on the basis of race, color, sex, age, national origin, religion, or handicapping condition in matters affecting employment or in providing access to programs. For inquiries related to Departmental policy, contact the Office of Equal Opportunity.

### Foreword

As you know, there has been an increase in the number of racial and religious incidents reported across Maryland. In response Governor Hughes appointed the Task Force on Violence and Extremism. The Maryland State Board of Education on July 24, 1981, passed a resolution on this subject. In addition, a number of local school systems have passed similar resolutions. We invite your careful attention to each of the paragraphs of the resolution. We urge you to seek ways to implement its spirit.

This small booklet is designed to help those at the local school building level to respond quickly and forcefully to a religious or racial incident in the school or in the community—any which might be having even an informal impact on the young people of the school. These suggestions are not to replace the many on-going, long term programs that address issues of equity and equal educational opportunity. Those should be continued, reaffirmed, and, in some instances, strengthened.

It is the responsibility of each of us who are in positions of public trust to make clear that bigotry is not condoned in any way. Silence is interpreted as consent.

DAVID W. HORNBECK  
State Superintendent of Schools

## Violence and Extremism

The following suggestions are meant to provide school administrators with ideas for immediate responses to firmly demonstrate that they do not condone violent and extreme incidents such as:

- Klan student recruitment
- distribution of racist literature
- cross burning
- racist graffiti
- racist media incidents

A central purpose of our educational system is to provide guidance and training for the citizens of Maryland and the country during the coming decade. We as educators renege on this obligation if we do not speak out against the increasing incidents of racial and religious bigotry.

## Suggested School Activities

### Public Address Announcements

- A statement in which the principal describes the incident accurately, dispels misinformation and exaggeration, and allays fears.

Example:

On (date), (incident) occurred in our community. Today I want to make clear for you what happened, where it happened, who was involved, and the school's position regarding the matter.

### Describe the Incident

The Governor, the Maryland State Board of Education, and the State Superintendent of Schools have resolved that:

"The educational system of Maryland has an affirmative responsibility to help create within itself and within the communities of the State an atmosphere of respect, understanding, fairmindedness, and tolerance between and among racial, ethnic, and religious groups consistent with the democratic principles on which this nation is built."

- An announcement by the principal of plans the school will follow in response to the incident, e.g., an assembly or classroom activities
- Response to the incident by the student council

### Assemblies

- An address by the principal focusing on the school's concern over the incident
- Speech by an invited guest stressing the social and moral problem of the incident
- A film which develops student awareness of the seriousness of the incident
- A student and teacher forum presenting a structured discussion of the various viewpoints concerning the incident
- A presentation by teachers of suggested ways to deal with the incident
- A dramatization depicting the moral implications of the problem
- An award presented to the winner of an essay contest concerning the issue

### Specific Class Activities

- Discussions by teachers in each discipline (following notification of the principal) about the problem within the context of their classes. For example:

## *Prevention through Education*

### **Social Studies**

- study the historical context of racism or ethnic groups

### **English**

- define and clarify stereotyped and racist words
- examine propaganda techniques of extremist groups

### **Mathematics**

- review wage rates by ethnic groups
- develop charts to illustrate increasing racial incidents
- study percentage figures of minority populations

### **Science**

- examine the biological similarity of all ethnic and religious groups
- conduct a scientific analysis of "racist" ideas

### **Unified Arts**

- draw posters that promote the elimination of bigotry
- study the contribution of ethnic foods and dress to the United States
- listen to the musical contribution of various ethnic and religious groups
- analyze the technical contribution of ethnic groups to society

### **Special Period**

- An announcement that each fifth period class will conduct activities concerning the problem using such techniques as:
  - list problems caused by the incident
  - examine the extent to which the incident could have been prevented
  - study the means by which extremist groups promote their views
  - plan ways in which students, school, and community can cope with and respond to bigoted behavior
  - compare the similarities between the means and ideas of extremist groups
  - research how the problem developed
  - list three specific, positive suggestions how a school can promote positive inter-group cooperation and understanding
  - dramatize the emotional impact of an extreme event
  - debate a specific issue concerning ethnic or religious prejudice
  - write paragraphs on promoting cooperation
  - compose newspaper articles on how to diffuse racial incidents
  - write poems to foster empathy between people

### **Speakers for Classes and Assemblies**

- A panel discussion on the increase of violence in the world
- Forums discussing ethnic prejudice
- Debates centering on ways to eliminate racial bigotry
- Lectures and slide presentations on ethnic diversity
- Various types of speakers:
  - ministers

- law officers
- Anti-Defamation League speakers bureau
- appropriate community leaders
- student leaders

### **Film Presentation and Discussion**

- "Eye of the Storm" available from MSDE (25 minutes/color/not cleared for TV)

In this ABC-TV news special, the efforts of prejudice are made patently clear as cameras record a unique two-day experiment conducted by a third-grade teacher in a Midwest agricultural community. On the first day, the teacher separated her class into 'superior' and 'inferior' groups, based solely on eye color. Blue-eyed children were 'superior'; brown-eyed children were 'inferior'. On the second day the roles were reversed. Attitudes, behavior, and classroom performance were measurably changed as children suffered segregation, discrimination, and the devastating virus of prejudice.

Two activities to follow are

- discuss the film in small groups
- reach conclusions on action to be taken in the future to reduce prejudice

### **School Newsletter to Parents and Community**

- An article clarifying the school's position on an extremist incident
- The school's plan for response to similar incidents in the future
- Recommendations for parental involvement in the home and discussion of important issues

### **Student Leadership Involvement**

- Student-made P.A. announcements concerning a racial incident
- A student leader seminar on the issue
- A roundtable discussion by student leaders on resolving increasing violence in the community
- A student newspaper, or special newsheet, on an extremist event and how to develop student support for school opposition to the event
- Student-teacher debates on a vital issue
- Interviews of school and community leaders regarding a violent anti-religious confrontation
- Students' involvement in school decision making concerning extremist activities

### **Teacher Involvement**

- Task forces which examine specific issues and report their recommendations
- Teacher dramatizations
- Teacher-sponsored inservice training activities concerning the elimination of racial bigotry
- Use of teachers with expertise, understanding, and sensitivity toward these issues

### **Principal Initiated School Activities**

- A poster contest on cross-cultural friendship
- An original, in-school TV skit on the incident
- An essay contest on developing respect for different ethnic groups
- A multicultural event, e.g., a food fair
- A display of multicultural materials
- A seminar for interested students and teachers discussing the event
- Appropriate photos and illustration displays in the halls.

**REPORT  
OF  
THE GOVERNOR'S TASK FORCE  
ON  
VIOLENCE AND EXTREMISM:**

**POLICIES AND PROGRAMS  
OF MARYLAND'S SCHOOL SYSTEMS  
RELATING TO THE  
PREVENTION AND CONTROL OF VIOLENCE AND EXTREMISM**

**AUGUST, 1985**

## **Maryland School Survey Executive Summary Introduction**

Governor Harry Hughes established the Governor's Task Force on Violence and Extremism\* in March 1981 to make certain that State government, in carrying out its responsibilities, would not condone incidents associated with racial, ethnic or religious bigotry.

Comprised of representatives from all three branches of government, the Task Force was given the following charges:

1. To assess each appropriate State department regarding the internal structure and method of serving the citizens of Maryland and recommend appropriate changes.
2. To promote a standardized system of identifying and reporting racial, religious or ethnic incidents of violence or intimidation and develop an effective system of law enforcement, human relations and education programs to address the issue.
3. To address education, victim assistance and prevention at the State and local levels.

Over the last several years the Governor's Task Force on Violence and Extremism has addressed each of these areas, its work including surveys of the general public, and analyses of the responses of the police and judicial systems to violence and extremism. In the Fall of 1984 the Task Force, in cooperation with the Public School Superintendents Association of Maryland, determined that an important area yet to be studied was the school system in Maryland. Understanding that schools can play a major role in the elimination of religious, racial, and ethnic violence and extremism by educating faculty, staff, and youths about this problem and by responding effectively to instances of prejudice that occur in or near the schools, the Task Force decided to survey the public school systems with regard to this problem.

### **Methodology**

Under the direction of the Office for Children and Youth and in cooperation with the Maryland Department of Education, the Task Force developed a questionnaire (See Appendix A) that was sent to each of the superintendents of the twenty-four school systems in the State of Maryland. With the assistance of the school superintendents and the support of the Department of Education, the Task Force received responses from all twenty-four school systems in Maryland during the period September—December of 1984. These responses not only provided answers to the survey questions, but also contained detailed material describing school policies, programs, and procedures.

This report summarizes the major findings of the survey and describes the current

\*In this survey we refer to racially, ethnically and religiously motivated acts of violence and extremism. For purposes of this survey we will define such acts to be violations of law that are motivated by racial, ethnic or religious considerations. We are very mindful that in a political context one person's extremism is another person's freedom of expression. Our concern is with violations of existing laws and regulations that are intended to harm, intimidate or deny expression of citizenship to individuals on the basis of their race, religion or ethnic identification. For convenience, in this survey we will refer to these specific behaviors as violence and extremism. However, our concern is not with all forms of violence and extremism. We are concerned only with violent and extremist acts that are racially, ethnically or religiously motivated.

state of attention which is focused on the problem of violence and extremism within our school systems. Based on the survey the report also identifies suggested policies, programs, and procedures that have proven to be effective in some school systems. The report concerns itself primarily with increasing the degree of attention paid to the problem of racially, ethnically and religiously motivated violence and extremism in our schools in order to prevent the occurrence of such activities in the future and to develop the most effective means possible for schools to respond to such problems in our communities.

The Task Force would like to acknowledge the extensive cooperation received from each of the school systems in the State of Maryland and to thank the Superintendent of Education and the Office for Children and Youth for their assistance in developing the survey instrument.

## **Survey Results**

Table 1 presents a summary of the quantitative responses of the twenty-four school systems in Maryland to the survey items. The survey addressed four major areas: 1) policies; 2) curriculum; 3) activities and programs; and, 4) staff development. Within each of these areas the survey contained questions concerning the prevention of and response to instances of violence and extremism. The following sections review the qualitative results of the summary.

### **Policy**

Questions 1, 2, and 3 of the survey address the area of policy. In response to the question as to whether or not the school systems have a policy regarding intergroup understanding, fifty percent of the jurisdictions indicated that they do have such a policy. Of those systems reporting the existence of policy on intergroup understanding, two (2) indicated they have policies specific to the issues of racial, ethnic, and religiously motivated violence and extremism. The remaining ten (10) indicated that they have a general policy on intergroup understanding, but do not have specific policies addressing the problems of violence and extremism.

Forty-two percent of the school systems (10) indicated that they have a policy for reacting to or addressing acts of violence and extremism whether they occurred in school or elsewhere in the community. Again, of those that have such policies, seven (7) are general policies regarding intergroup problems while three (3) of the school systems indicated they have specific policies. The systems with specific policies reported that the policies have been effective in assisting them to address this problem.

When asked whether the local government had regulations about racial, ethnic, or religious violence or extremism which applied to the school system, thirty-eight percent (9) of the school systems in Maryland indicated that such regulations did exist. Of those with such local regulations four (4) reported that the regulations specifically addressed violence and extremism of a racially, ethnically or religiously motivated nature, while five (5) of the local governments had regulations addressing more general aspects of interpersonal relations.

### **Curriculum, Activities and Programs**

In describing the curriculum currently in use, ninety-two percent of the school systems indicated they offer curricula or components that specifically focus on religious, racial and/or ethnic understanding. Only seven percent of the school systems offer programs or components which specifically address acts of religious, racial and/or ethnic violence and extremism. Thus, the curricula of the school systems appear to contain general information on problems of religious, racial, and ethnic tolerance, but do not specifically address the occurrence of violent or extremist acts. In addition when asked (Item 6, Subsections 1, 2, and 3) whether the school system offers any programs for students

other than curricula, the responses indicated that fifty-eight percent of the systems offer programs that promote intergroup understanding; forty-six percent offer programs which attempt to prevent bigotry, violence or extremism; and, twenty percent have programs which address the issue of responding to acts of bigotry, violence and extremism.

### **Staff Development**

Finally, the survey addressed the issue of staff development. Items 7, 8, 9, and 10 of Table 1, present basic information with regards to staff development and training. When asked whether staff development is offered or required for instructional staff to equip them in promoting intergroup understanding and effectively instructing culturally diverse students, seventy-five percent (18) of the school systems indicated that such developmental activities are offered or required. Fifty-four percent of the school systems provide such staff development for instructional staff to promote intergroup understanding between teachers, and fifty-eight percent provide such staff development for instructional staff to promote intergroup understanding in relation to other adults in the community.

An additional way in which school systems can emphasize the importance of dealing with violence and extremism in teaching diverse students is to include in teacher competence evaluations an assessment of a teacher's abilities in this area. Thirty-three percent of the school systems indicated that the competence of the teacher in equitably teaching diverse students is included as part of the school system's process for teacher assessment.

Finally in the area of staff development, the survey addressed whether the school systems offer or require staff development to promote intergroup understanding for non-instructional staff. Thirty-eight percent of the systems (9) indicated that such staff development is offered or required to improve understanding of students and fifty-eight percent indicated that it is offered or required to promote understanding of adults in the community.

### **Review**

Overall the survey results indicate that many positive efforts to address racially, ethnically, and religiously motivated violence and extremism have been undertaken by the school systems in Maryland. While none of the survey items indicated that all school systems had developed policies, curricula, activities or staff development programs specifically directed at violence and extremism, in all instances there were some very positive developments.

The remainder of this report identifies policies, programs, activities, and staff development plans aimed specifically at violence and extremism which appear to the Task Force to merit consideration. These are offered as illustrations of efforts which those school systems without such programs, policies and procedures might wish to consider. While the Task Force has not determined that each system should have specific policies, curricula, programs and staff development directed to violence and extremism, we urge each school system to establish a process by which to determine if more attention should be given to this problem.

### **Models For Improving Policies and Programs**

In this section we present some of the policies and procedures that have been developed by school systems in Maryland to address the issue of racial, ethnic, and religiously motivated violence and extremism. These are presented so that other school systems in the State who have not developed such policies, procedures, and programs can consider them for adoption or modification to meet their local situation. The Task Force urges all school systems to review their responses to the survey, and to consider whether the efforts suggested in this section might be appropriate for their systems.

## Policy

As previously indicated, a number of school systems have developed specific policies with regard to the control and prevention of violence and extremism. The Task Force noted with special interest the policies developed in Baltimore County, Frederick County, Howard County, Montgomery County, and St. Mary's County as they related to the topic of prevention. In each of these jurisdictions a major effort has been undertaken to articulate a set of policies to guide the school system in preventing instances of violence and extremism. These policies not only articulate goals to be achieved but specify subgoals and objectives to be undertaken within the school system.

*For example, the Board of Education of Baltimore County adopted a report on racial and cultural concerns in the schools and has instructed the school system to move to implement the recommendations of the report.*

*Among the policies in this document are the following: the development of curriculum and materials for human relations courses which include, where appropriate, concepts about black experience, and rational approaches to extremist attitudes; re-examination by the school staff of the NEA code of ethics as it relates to overt and covert forms of racism; encouragement of school administrators in establishment of channels of communication to enhance mutual understanding among students, staff, and communities; and the directing of a study of cooperative learning programs in the county and neighboring political units. This report, which was adopted by the School Board, forms a specific set of policies and the means of articulating these policies with regards to violence and extremism.*

A very small number of school systems have developed policies with regards to reacting to or addressing acts of religious, racial or ethnic violence and extremism whether they occur in the school or elsewhere in the community. The school systems in Anne Arundel, Carroll, Montgomery, and St. Mary's Counties have clearly articulated such policies, and the Task Force recommends them for consideration.

*For example, St. Mary's County has developed an extensive "response guide" for administrators to be used when instances of violence or extremism occur. The response guide includes a checklist of activities to be undertaken when violence or extremism is threatened; when disruptions, riots or walkouts occur; and identifies specific procedures for responding to the appearance of inflammatory, racist or hate literature. The guide also suggests methods for responding to bomb threats and to the media.*

*The guide was developed by the school system, not only to aid to administrators in formulating appropriate responses but also to help increase their awareness of the responsibilities involved in dealing with such incidents. The distribution of this response guide has apparently enhanced the awareness of the potential problems surrounding this issue and has better prepared St. Mary's County schools for responding should such incidents occur in the school or the community.*

Again the Task Force, while not specifically endorsing the adoption in all jurisdictions of the St. Mary's response guide, urges school systems to consider developing similar guides. Those who wish to obtain a copy of this guide may do so by contacting Dr. Larry Lorton, Superintendent, St. Mary's County Public Schools, P.O. Box 641, Leonardtown, Maryland 20650, (301) 475-5261, Ext. 250.

## Curriculum

While almost all school systems in the State of Maryland provide curricula or components that specifically focus on religious, racial, or ethnic understanding, a much smaller number provide curriculum, programs or components that specifically address acts of religious, racial and/or ethnic violence and extremism. Of those that have developed such specific curriculum the Task Force noted especially the work that has occurred within Montgomery County.

*For example, in Montgomery County, Grade 10, has a required three-week unit on the topic of hate violence and extremist groups in America. In addition, this topic is included in U.S. History I and II, Contemporary Issues, and throughout the complete K-8 curriculum.*

*The Montgomery County public schools also provide programs and components through the Department of Human Relations that address religious, racial or ethnic violence and extremism. Audiovisual and written materials are provided to schools and communities and, when desired, staff from the Department of Human Relations provides training assistance. The materials and programs are geared to specific grade levels and can be used to augment already developed disciplines. As a general rule of thumb, thirty minutes on any given day will be devoted to these themes in elementary school and one module is included at the junior/intermediate middle level, middle school level, and high school level.*

*In addition, Montgomery County has mandated that one day a year there will be a "Sensitivity Awareness Symposium" during which time student associations will have available to them program materials they can use to develop specific discussions of racial, ethnic, and religious harmony. This system of curricula components, programs, support activities, and special activities is coordinated through the Superintendent's office in close co-operation with the county Department of Human Relations.*

The Task Force believes that such efforts within school systems are particularly appropriate and important in preventing the development of hate extremism among youth and school staff. Therefore, it urges all school systems to review their curricula to determine whether activities similar to those currently employed by Montgomery County would be appropriate in their systems.

## Staff

Most school systems in the State of Maryland require or offer staff development activities relevant to the issue of violence and extremism for both instructional and non-instructional staff. For instructional staff, the Task Force particularly notes the efforts in Baltimore City where each year a workshop is sponsored by the Office of Social Studies focusing on strategies and techniques to overcome racism, sexism, and religious bigotry. In this workshop, the emphasis is placed upon attitudes and understanding of the history and background of diverse ethnic, racial and religious groups.

*In Frederick County, the Board of Education formed an Advisory Committee on Violence and Extremism. Following review of the Committee's research and recommendations, the School Board adopted policies and regulations promoting equity, and implemented a plan for action. As part of this plan a central equity council and equity committees in each school were developed. These bodies cultivate understanding and awareness, share in-*

formation about problems and solutions, sponsor learning activities, and monitor progress.

Currently the Central Equity Council engages in a number of staff development activities. These include in-service programs for all administrative and supervisory personnel, in-service programs for local equity committees, in-service programs for the County Council of PTA's, development of a resource library for schools and parents, development of a brochure to be distributed to every student in the school system, and recommendations on disciplinary policy. The Council in its most recent deliberations has set as its future goals the enhancement of in-service programs for school system employees other than administrators, identifying particular curricula enhancements, and providing assistance to local equity committees.

While this description obviously goes beyond the area of staff development, it is clear that in Frederick County staff development is a critical component of its effort to address prejudicially-motivated violence and extremism. This effort appears to be particularly worthy of review if other systems move to develop similar activities.

In the area of non-instructional staff the Task Force also notes the efforts in Cecil County.

*Cecil has implemented an in-service training program dealing with the role of discipline within the transportation setting and its role in promoting intergroup understanding. This program is directed toward increasing the understanding and toleration of all students and stressing the importance of bus drivers in the overall setting of the school system. This appears to provide a specific program of in-service training directed to a frequently overlooked segment of the school system.*

These activities for staff development are particularly noteworthy since the survey indicated that close to half of the systems in Maryland have not formulated specific staff development programs for addressing violence and extremism. The Task Force again urges the school systems review their efforts in this area and, as appropriate, consider employment of strategies similar to those implemented by other counties which specifically address violence and extremism through their in-service training for instructional and non-instructional staff.

The survey indicated that few school systems in Maryland use a teacher's ability to equitably teach diverse students as part of the overall teacher evaluation and assessment system. The Task Force believes that school systems should give specific consideration to this and notes that in eight counties this is currently being done. For example, in Baltimore County, teacher evaluation includes as one major section human relations competencies. This segment of the teacher evaluation program is divided into the following subsections: rapport with students; intergroup relations; relationships with parents; relationships with coworkers; and contributions to the total school. Evaluation elements under these headings include, for example, avoiding making prejudicial remarks, avoiding stereotyping individuals in groups, striving to relieve intergroup tensions and conflicts, and acting in a manner which fosters and reflects cooperation and mutual respect. This component of human relations competency reflects the school system's decision that teacher evaluation should include such items. The Task Force suggests that school systems throughout the State consider including the ability to deal with diverse students as an essential element in the evaluation of teacher competence.

## **Summary**

While some school systems in Maryland may not currently seem to face problems associated with racially, ethnically or religiously motivated violence and extremism, experience indicates that vigilance is necessary if such problems are to be avoided in the future. Such vigilance within the school system includes the review of all areas of school life, and the development of an awareness of interpersonal relations.

The school survey results demonstrate that all of Maryland's school districts have made some effort to prevent or respond to prejudicially-motivated violence and extremism. However, they also reveal a number of potential gaps in the overall development and implementation of policies and programs in some of the school districts.

Recognizing that policies and programs appropriate for one system may not be so for another, the Task Force urges our school districts to review their own efforts and to determine the depth of their need and available avenues for improvement. This review should consider the following categories:

### **A. Policy**

Policy should be of major concern because it sets the tone for administration of an entire school system. School districts interested in developing or refining such a policy may wish to review the school policies of Anne Arundel, Baltimore, Carroll, Frederick, Howard, Montgomery and St. Mary's Counties for guidance.

### **B. Curriculum**

While most school systems include curricula or components that focus on intercultural understanding, few provide curricula or components which focus specifically on prejudicially-motivated violence and extremism. It is thought that such a focus may be both appropriate and important in preventing the development of hate and extremism among youth and staff. School systems interested in pursuing such a program should review the model employed by Montgomery County. This program uses curricular and extracurricular activities.

### **C. Staff Development**

Very few programs will prosper without the appropriate staff development. This applies equally to formal education and to extracurricular activities. Most school systems offer some staff development programs in intercultural understanding for both instructional and non-instructional staff, but nearly half do not offer development activities for addressing violence and extremism. School systems interested in reviewing what others are doing in the area of staff development should review the efforts of Baltimore City, and Baltimore, Cecil and Frederick Counties. They might also wish to consider using a teacher's ability to equitably teach diverse students as part of the teacher evaluation system, as is currently done by Baltimore County.

While it is unlikely that prejudicially-motivated violence and extremism will ever disappear entirely, there is much we can do as individuals, as families, and as communities, to ensure that this nation does not condone its growth and the dehumanization which accompanies it. We can begin in our schools.

## APPENDIX A

Table 1—Survey Summary

Percent of School Systems Responding Positively to Survey Items (Number of Systems in Parentheses)

Item	% Positive	#
1. Does the school system have a policy regarding education that is aimed at developing intergroup understanding?	50%	(12)
2. Does the school system have a policy for reacting to or addressing acts of violence and extremism whether they occur in the school or elsewhere in the community?	42%	(10)
3. Does the local government have regulations about religious, racial or ethnic extremism and violence which apply to the school system?	38%	(9)
4. Does the school system offer curricula or component(s) that specifically focus on religious, racial and/or ethnic understanding?	92%	(22)
5. Does the school system offer programs or components which specifically address acts of religious, racial and/or ethnic violence and extremism if they occur?	29%	(7)
6. Does your school system offer any programs for students other than curricular which:		
1. promote intergroup understanding?	58%	(14)
2. prevent bigotry, violence or extremism?	46%	(11)
3. respond to acts of bigotry, violence or extremism?	29%	(7)
7. Is staff development offered/required for instructional staff to equip them to promote intergroup understanding and to effectively instruct culturally diverse students?	75%	(18)
8. Is staff development or other programming offered or required for instructional staff to promote their intergroup understanding vis a vis each other?	54%	(13)
vis a vis other adults (parents, administrators, community)?	58%	(14)
9. Is the competence of a teacher in equitably teaching diverse students included as a part of your school system's process for teacher assessment?	33%	(8)
10. Is staff development offered or required for noninstructional staff (e.g., clerical, bus, cafeteria, janitorial staff) to promote their intergroup understanding		
vis a vis students?	38%	(9)
vis a vis adults?	58%	(14)

## APPENDIX B MODEL POLICIES

- Anne Arundel County Public Schools  
For more information contact:  
**C. Barry Carter**  
Deputy Superintendent  
Anne Arundel County Public Schools  
2644 Riva Road  
Annapolis, Maryland 21401  
(301) 224-5303
- Baltimore County Board of Education  
For more information contact:  
**Dr. Robert Y. Dubel**  
Superintendent  
Baltimore County Board of Education  
6901 North Charles Street  
Towson, Maryland 21204  
(301) 494-4281
- Carroll County Public Schools  
For more information contact:  
**Dr. Olin L. Adams, Jr.**  
Superintendent  
Carroll County Public Schools  
Court Annex Building  
55 North Court Street  
Westminster, Maryland 21157  
(301) 848-8280
- Frederick County Board of Education  
For more information contact:  
**Dr. Donald Z. Koons**  
Frederick County Board of Education  
115 East Church Street  
Frederick, Maryland 21701  
(301) 694-1313
- Howard County Public School System  
For more information contact:  
**Mr. Paul Rhetts**  
Public Information Officer  
Howard County Public School System  
10910 Route 108  
Ellicott City, Maryland 21043  
(301) 992-0500
- Montgomery County Board of Education  
For more information contact:  
**Jane Dofflemeyer**  
Assistant for Regulation Development  
Montgomery County Board of  
Education  
Educational Services Center  
850 Hungerford Drive  
Rockville, Maryland 20850  
(301) 992-0500
- St. Mary's County Public Schools  
For more information contact:  
**Dr. Jayne Sullivan**  
Director, Student Services  
St. Mary's County Public Schools  
Lexington Park Office  
Lexington Park, Maryland 20653  
(301) 863-7495

## APPENDIX C MODEL CURRICULA AND ACTIVITIES

- Montgomery County Board of Education  
For more information contact:  
**Dr. Lois Martin**  
Associate Superintendent for Instruc-  
tion and Program Development  
Montgomery County Board of  
Education  
Educational Services Center  
850 Hungerford Drive  
Rockville, Maryland 20850  
(301) 279-3411

## APPENDIX D

### MODEL STAFF DEVELOPMENT PROGRAM

- Baltimore City Public Schools  
For more information contact:  
**Dr. Ralph Jenkins**  
Staff Development Programs  
Baltimore City Public Schools  
3 East 25th Street  
Baltimore, Maryland 21218  
(301) 396-0250
- Baltimore County Board of Education  
For more information contact:  
**Dr. Robert Y. Dubel**  
Superintendent  
Baltimore County Board of Education  
6901 North Charles Street  
Towson, Maryland 21204  
(301) 494-4281
- Cecil County Board of Education  
For more information contact:  
**Mrs. Maybelle M. Moxey**  
Director  
Curriculum and Staff Development  
Cecil County Public Schools  
Booth Street Center  
Elkton, Maryland 21921  
(301) 398-0400
- Frederick County Board of Education  
For more information contact:  
**Dr. Daniel Gadra**  
Frederick County Board of Education  
115 East Church Street  
Frederick, Maryland 21701  
(301) 694-1441

### Acknowledgements

The Governor's Task Force on Violence and Extremism would like to express its appreciation to David Hornbeck, John Kyle, Joseph Schilling and Charles Wellford for their support and assistance in developing, implementing, and analyzing the school survey.

The Task Force extends its appreciation also to Debi Leon and Frances Smith for their staff assistance in the final preparation of this Report.

Additional copies of this Report may be obtained by writing:

The Governor's Task Force on Violence and Extremism

The State House

Room H-208

Annapolis, Maryland 21404

**BOARD OF EDUCATION  
OF  
FREDERICK COUNTY**

**ADVISORY COMMITTEE  
ON  
VIOLENCE AND EXTREMISM**

**BOARD OF EDUCATION ADVISORY COMMITTEE  
ON  
VIOLENCE AND EXTREMISM**

Mrs. Gail Bowerman  
Mrs. Nancy Bruce  
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Dr. Daniel Gadra  
Mr. Curt Harper  
Dr. Harvey Levy  
Ms. Ann Roetzel

Mrs. Pat Sikes  
Mr. Theodore Stephens  
Mrs. Jo Ann Tallmon  
Cpl. James Updegraff  
Mrs. Connie Wrench  
Mrs. Patricia Yee

*Equity logo design - Pat Sikes*

**CHARGE TO THE COMMITTEE**

To recommend:

- response to actions that may promote extremism or violate personal rights and well-being of those in our schools;
- ways to create an atmosphere in which respect for individuals, their rights and dignity, prevail;
- steps whereby students may be acquainted with the problem of violence and extremism, its causes, solutions, and prevention.

## REPORT OF THE COMMITTEE

The problem of violence and extremism is ongoing. While it changes periodically in the intensity and frequency with which people or groups of people exhibit it, and the degree of its visibility, history reveals the problem is never really at rest. To ignore its roots would be foolish. Increased activities of a destructive and discriminatory nature in the past two years have motivated state and local agencies to act in responsive and preventive ways including the formation of the Governor's Task Force on Violence and Extremism and resolutions passed by the State Board of Education, Maryland State Teachers' Association, and Maryland Congress of Parents and Teachers. Resources have been made available by the Maryland State Department of Education, and some counties have formulated action plans and groups which oppose discrimination and bigotry.

Instances of extremism, both overt and subtle, occur from time to time in any school system. Ours is not exception; although, at this time the committee has not ascertained patterns of organized discriminatory practices. Silence is consent, and failure to take positive preventive steps only prepares fertile soil in which the seeds of misunderstanding will germinate.

Violence and extremism are cumulative results of prejudices, large and small, left unattended and unaddressed. Willful negative actions which reflect on one's race, sex, religion, national or ethnic origins or heritage cannot be tolerated. No less damaging or tolerable is discrimination in the guise of humor, jibes, or so-called *innocent fun*, when the intent or result demeans another person or group of people.

The committee perceives that by its charge, the Frederick County Board of Education has exhibited its concern, along with parents, teachers, and community members that our schools not succumb to ignorance or indifference nor be forced to act only in moments of crisis or after the fact.

The committee has attempted to identify what needs to be provided in order to create an atmosphere of respect and understanding, aimed at preventing all kinds of discrimination. It was felt that the small, ugly corner of violence and extremism opens onto a much larger stage, where root causes must be considered and explored in order to develop means of prevention. Also, it was felt that prevention is surely the most worthy goal. What must be considered are people, how they see each other, deal with each other, and treat each other. Standards must be set within the system that are clear, fair, and consistent. Efforts must be made to develop genuine commitment in all members of the system to these standards, rather than just to obtain a surface compliance.

To provide a foundation, structures and mechanisms found in the *Recommendations* part of this report are crucial. The recommendations are realistic, measurable, and goal oriented. Most important, neglecting to implement any one recommendation will contribute to potential disharmony and the development of malice. This is especially true in view of the fact that today various extremist groups have targeted schools and students for their hate-mongering and recruitment efforts. Thus, the committee sees as necessary a framework that would provide accountability, a means of dissemination, a source for initiating activities that support a central philosophy, and a means of monitoring progress. An important component of the framework is an equity council or committee representative of the various groups within the system that would perform such functions in coordination with the Board of Education, Superintendent, and staff.

Although the structures outlined are essential, they would be meaningless without a central philosophy. At the heart of all here proposed is the philosophy of respect for the individual. It is an acknowledgment of each person's right to respect and fair play that is best embodied in the concept of equity.

Equity in the educational setting means respecting each other's personal value. Equity imparts to all the benefits of a free and democratic society. It recognizes differences and similarities of people as being something to be appreciated rather than ridiculed. Each individual, whether administrator, faculty member, student or parent, whether secretary, bus driver, cafeteria staff or custodian, whether supervisor, specialist, or classroom aide, has a vested interest in caring and shares the responsibility for building an environment in which equity is the standard. In such a positive climate the educational benefits are enhanced and the goal of fulfilling potential is more readily achieved. This standard is clearly in concert with the mission of schools which is to prepare students to be healthy, productive, contributing citizens. And certainly it is the responsibility of the system to do its part to ensure the same positive climate for its employees.

The committee felt strongly about the following points:

- The school system must set a standard for what is expected and acceptable. Specific guidelines and activities are necessary.
- Hatred and violence are generated by fear and ignorance, and combated by education and understanding.
- What is passed over and ignored still has impact. Neglecting to act may contribute to a problem as much as active participation, and silence may be interpreted as permission.
- Symbols of prejudice must be deemed offensive and unacceptable.
- Attitudes of children must be worked with, not ignored. Attitudes displayed by teachers are important. Behavior disrespectful or hurtful to others should not be tolerated nor should disciplinary measures be the only response. In addition to discipline, opportunities for understanding and growth should be provided. A student may have little skill or motivation to extend respect to others if he or she has rarely been the recipient of respect and acceptance.
- Adolescents often normally act in self-defensive ways, *doing unto others first, before it is done to them*. Often this is exhibited in negative ways such as name-calling and personal *put-downs*. Adults must serve as models, examples, mentors, and promoters of kinder and more humane behaviors to the offender as well as the offended.
- There is a need for sensitivity to the feelings of minority employees and students. Acceptance of all people as individuals of worth must be demonstrated in visible ways. Efforts must be made to understand the impact of prejudice, particularly on its victims, and also as it diminishes the quality of life for all.
- A sense of history and an appreciation of people, their origins and contributions, should be fostered.
- History and contemporary information on violence and extremism should be taught, along with human costs, and the historical lesson that small incidents combine to grow into large, crucial events.
- An understanding of our American Constitution should be a priority of the social studies program. The goals and intentions of groups such as the Ku Klux Klan, the Nazi movement, and the Communist Workers' Party, and how they conflict with the principles of democracy and decency should be thoroughly explored.

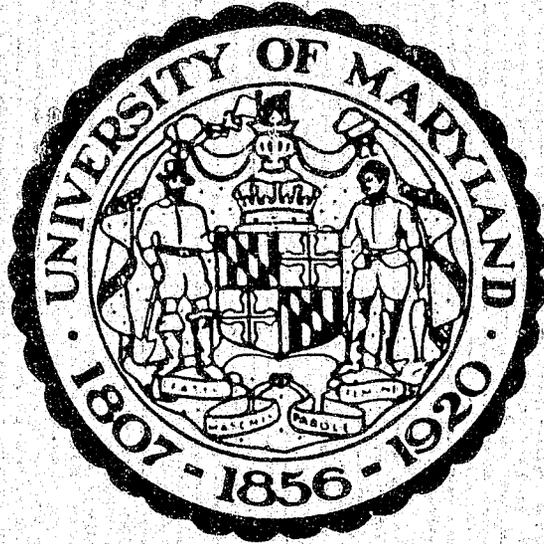
In summary, the Advisory Committee sees a need for a clear standard of interaction, based on the concept of equity, to be promoted among all individuals, staff, and students, and a framework whereby that standard can be conveyed and practiced. The following recommendations address that need. We hope they will be seriously considered, adopted, and implemented. By taking those steps, the Frederick County school system will actively combat the causes and progress of violence and extremism and moreover act sensitively to the needs and promote the well-being of all its members in ways of which we can be proud.

## Prevention through Education

RECOMMENDATIONS	IMPLEMENTATION	TARGET DATE
1. Provide a policy which encourages employees to adhere to a standard which promotes respect and individual equity, and opposes discrimination, harassment, fear, or intimidation.	Policy and/or resolution by Board of Education. Action following recommendations. Dissemination by Administration, Area Directors, building administrators and staff.	Current School Year
2. Develop an Equity Council within the school system with communicating unit in each local building. (Example local unit: principal, teacher, non-teaching staff member, student.)	Develop policy and procedures, guidelines, and charge. Assign <i>coordinator</i> and framework within which council will act. (To whom does it report, clear activities, etc.) Include liaison to Frederick County Human Relations Council.	September 1983-Begin
3. School system Equity Council will meet at least three times during the school year, review, and report to Board and Superintendent on incidents, progress, and planned activities.	Council will provide leadership and sponsorship of activities (within Board policy and with approval of Superintendent) as well as make recommendations to the Board of Education and Superintendent.	September 1983-Begin
4. Develop a system for mandatory reporting of incidents of racial, ethnic and religious intimidation or when discrimination appears to be an element of an incident, even when seemingly minor.	Develop a responsible chain of communication and accountability. Designate authority. Provide inservice and clarification to building and area administrators. Include guidelines as to when law enforcement officials should be notified and by whom.	1983-84 School Year
5. Promote understanding and respect among students, teachers, and staff and within peer groups.	Student involvement in middle and high school equity councils. Various positive action programs and activities initiated by Equity Council, local school units, Board of Education.	1983-85
6. Develop crisis intervention and conflict resolution skills in key people. Use and share skills with staff and students.	Workshops for administrators, guidance counselors, and teachers. Inservice for guidance counselors in order that equity concept be used in counseling and problem-solving with students.	1983-84 School Year
7. Develop options for principals to use in dealing with perpetrator and victim of incidents, including rehabilitative steps.	Brainstorming, resources for principals, vice-principals.	1983-84 School Year
8. Identify discriminatory offenses and disciplinary measures.	Publish in <i>Policies and Procedures Handbook</i> .	1983-84 School Year
9. Provide to victims or potential victims opportunities for support or redress when needed.	Create awareness of existing policy, people involved in implementation, sources of help.	1983-84 School Year
10. Where possible, provide supportive and helpful measures preventively to those who may be vulnerable or at risk.	Ongoing awareness campaign that states standards of behavior and support resources that are available. This information should be given to all new employees and students. Suggest development of <i>people to people</i> support program.	1983-84 School Year
11. Identify stereotyping of groups of people. Promote understanding of common links and individual and cultural differences in all people.	Inservice to heighten awareness, including stereotyping in texts and instructional materials. Offerings at appropriate points of curriculum. Take advantage of MSDE resources and special activities.	1983-85

- |   |   |         |
|---|---|---------|
| 12. At appropriate points in the curriculum provide all students with the opportunity to gain an appreciation of the protection of rights of the individual in a democratic society.  | Assign responsibility via curriculum department. Communicate progress to Board, Equity Council. | 1983-85 |
| 13. At appropriate points in the curriculum provide all students with factual and conceptual information about extremist groups, their ideologies, causes for existence, modes of operation, activities, and impact on society. | Assign responsibility via curriculum department. Communicate progress to Board, Equity Council. | 1983-85 |
| 14. Pursue contact and cooperative efforts with groups having similar goals: FCTA, MSDE, Office of Equal Opportunity, Governor's Task Force, Frederick County HRC.  | Assign responsibility via curriculum department. Communicate progress to Board, Equity Council. | Ongoing |

**REPORT  
OF THE  
CHANCELLOR'S ADVISORY COMMITTEE  
ON  
VIOLENCE AND EXTREMISM**



**UNIVERSITY OF MARYLAND  
COLLEGE PARK**

**SEPTEMBER 16, 1983**

Statement by  
Chancellor John B. Slaughter  
on the Report of  
The Chancellor's Advisory Committee  
on  
Violence and Extremism  
October 31, 1983

I have now received the final report of the Chancellor's Advisory Committee on Violence and Extremism.

The Committee was appointed by Acting Chancellor Kirwan in the fall of 1982 and was composed of faculty, students and staff. The Committee was asked (1) to assess the extent to which institutional policies, procedures and programs effectively discourage and/or respond to acts of violence and extremism, and (2) to recommend improvements required, if any, to increase the effectiveness of these policies, procedures and programs. The Committee labored hard to discharge this difficult and sensitive task. We are all greatly indebted for its good work.

As the report indicates, the Committee struggled with many complex issues. It has drawn particular attention to the problems of extreme statements in the university context of free expression.

I want to stress to each member of the College Park Campus Community that none of us can be passive in matters of violence or extremism. Where laws or university rules are broken, those who break them must be swiftly brought to justice. We have an obligation to oppose cruel actions of violence and extremism with all the legal and moral force at hand. We must make every effort to help and comfort those who have been harmed, and we must be acutely aware of the subtle forms such harm can take. We all must work toward a campus climate which extends civility and common courtesy to all members of the community. Recent acts of extremism dramatize that we have some distance to go.

I accept the good work of this Committee. Its report will be useful in helping us to achieve a climate of civility and common courtesy.

### **Chancellor's Advisory Committee on Violence and Extremism**

Sandra R. Cooper	Raymond L. Johnson	William L. Thomas, Jr.
Yolande W. Ford	Patrick S. McGlade	Paul A. Weinstein
Wendy K. Gelfand	Robert Saks	Charles F. Wellford
Patrick J. Hunt	Richard P. Stimpson	

### **Chancellor's Advisory Committee on Violence and Extremism**

#### **Introduction**

The Chancellor's Advisory Committee on Violence and Extremism was constituted by Acting Chancellor William E. Kirwan in September 1982 to assess the effectiveness of institutional policies and procedures relevant to preventing and dealing with racial, religious and ethnic acts of violence and extremism.

Comprised of students, staff and faculty, the Committee was specifically requested to assess:

1. the extent to which institutional policies, procedures and programs effectively discourage and/or respond to acts of violence and extremism, and
2. the improvements required, if any, to increase the effectiveness of these policies, procedures and programs.

In order to gather perspectives regarding (a) the degree to which violence and extremism is a problem on the College Park campus, (b) the effectiveness of current policies and procedures, and (c) suggestions for improvements, the Committee met with representatives from selected campus agencies, student groups, and off-campus agencies. On-campus representatives were asked to provide information related to:

1. the extent to which they were organized to respond to acts of violence and extremism;
2. the frequency with which they had experienced such incidents;
3. their viewpoints on the seriousness of the problem and how the University is organized currently to respond; and
4. any observations of the institutional environment which may be pertinent to the Committee's deliberations.

Off-campus representatives were asked to comment upon:

1. the extent to which they had dealt with acts of violence and extremism in other communities and on other campuses; and
2. the measures adopted that have been useful.

In addition, the Committee commissioned the Survey Research Center at the University of Maryland, College Park to conduct a survey of UMCP students to assess their perceptions of and experiences with racially, religiously and ethnically motivated hostile incidents and attitudes. During the course of the survey, 579 randomly selected UMCP students (registered for Fall, 1982) were interviewed.

Included under separate cover are: the charge statement for the committee, a list of committee members, and the minutes of committee meetings.

## General Conclusion

After careful consideration of the testimony and the survey results provided by the Survey Research Center, it is the Committee's conclusion that the UMCP campus community, either in an absolute sense or when compared to other communities, does not exhibit the characteristics which would be expected if an atmosphere which promoted or tolerated violence and extremism existed. To the contrary, the frequency of reported incidents of violence and extremism is quite low. Further, it is clear that many procedures and activities exist at UMCP to promote civility and responsiveness. Campus programs exist which are designed to promote tolerance and to assist the victims of intolerance.

The Committee has also confirmed that violent and extremist incidents have occurred on the campus. It recognizes that the general health of the community as a whole is of little comfort for victims. The Committee also concludes that violent and extremist incidents are likely, in some form, to occur in the future. Thus, the campus must strive ceaselessly to improve its preventive and responsive programs. So long as the potential for individual instances of discrimination exists, the campus must react stoutly in condemning such behavior, be vigilant in its response to victims, and look for opportunities to take steps which will minimize future occurrences. The administration, agencies directly involved in promoting human relations activities, and each individual must speak out against those who are intolerant, challenge those who would take careless or deliberate actions of a racist or bigoted nature, and offer support and comfort for those who are the victims of such acts.

While not wishing to diminish the responsibility of faculty, staff and students to prevent or respond to inappropriate behavior, the Committee accentuates the responsibility which rests with each member of the community to utilize the staff and services of existing agencies for assistance or redress. No matter how many services exist or how committed staff and faculty are to helping victims, there can be no effective response to the isolated incident, nor can patterns of behavior be traced, if victims and witnesses do not come forward or seek assistance. A secure and predictable community requires responsive agencies, widespread knowledge of the capabilities of those agencies, and full support for and utilization of such agencies by members of the community.

## A Framework of Reference

The Committee began its work in the aftermath of two widely reported incidents\* that had generated extraordinary attention. These evoked concern about University preparedness to provide support to the victims of such incidents, as well as concern for the University's reputation. While the Committee did not formally review the two "cases", extended discussions of certain aspects of the incidents led to the identification of attendant, important issues which were considered at length. These issues, which provided a significant framework of reference for the committee's deliberations, are described in the following subsections:

**Defining Violence and Extremism**—There are many definitions of violence. Comprehensive definitions of extremism are scarce and not useful in developing and guiding public policy. Extremism may take the form of a constitutionally protected freedom of expression. It is a relative term, the definition of which could be legislated for any group by the relevant governing majority ever mindful, hopefully, to not confuse current values

\*The first incident involved the use of a BB gun in a personal assault. The second incident involved the underground fraternity publication *TTTT*, which insulted blacks and women and called for the burning of Jews. The campus newspaper, the *Diamondback*, reported on both developments in its May 27, 1982 issue.

with eternal verities. The Committee avoids suggesting any arbitrary, absolute restrictions on human behavior that would materially undermine the fundamental rights our society protects. However, the Committee has determined that actions prohibited by the **Code of Student Conduct** that are racially, religiously or ethnically motivated can be properly defined as acts of extremism.

**Bigotry, Intolerance and Sensitivity**—A university campus environment should reflect the best qualities of the society it serves. Campus community members should celebrate diversity; accept differences among themselves without condemnation or contempt; practice and expect fair treatment in all dealings; and be sensitive to the circumstances and feelings of certain members of the community who, for reasons of racial, ethnic or religious identity, do not yet enjoy a full measure of equity and security within our society.

**Assistance to Victims**—The Committee accepted seriously its charge to assess the effectiveness of policies, procedures and programs for providing comfort and support to victims of violent and extreme behavior. When incidents occur, the campus may appear to be uncaring and uninvolved. In a community that is so large and diverse, assumptions may easily be made that “others” will tend to victims or take appropriate action. Such an attitude exacerbates the isolation and despair felt by victims. The Committee was particularly concerned with developing a campus-wide sense of community, and is resolute in its opinion that the University must give proper and timely care and attention to victims of violence and extremism. The hurt and loneliness felt by one who has been so assaulted calls for caring, understanding, and a desire for justice and equity by the campus community.

**Freedom of Expression**—The Committee has reviewed statements, from other universities, that support freedom of expression and that were often stimulated by thoroughly repugnant proclamations or positions. This Committee is firm in its conviction that freedom of **responsible** expression cannot be limited as to content. In **responsible** expression,

- . . . there is no call to violence or threat of harm to another person or to property, and
- . . . there is no denial to others of similar rights of expression, and
- . . . time, place and circumstance do not lead to unreasonable threat of danger to others.

Given this understanding, the Committee believes that on a college or university campus, the freedom of groups and individuals to put forward any idea, any attitude, any opinion, or any proposal—no matter how bizarre, unpopular, or insensitive to others—must be cherished and protected.

**University and the Public**—Criticism of the University is understandable when its public response to violent and extremist incidents appears tentative or confused. However, the Committee recognizes conflicting accounts of events, ongoing investigations, conflicting values and rights, legal restraints, procedural due process, and the deliberate exercise of responsible judgments are all elements that resist simple answers.

The University has carefully established disciplinary codes that seek to protect the community, assure fair treatment to all individuals, include codified procedures, and protect the privacy of disciplinary records. Usually, some aspect of discipline is involved in incidents of violence and extremism. Administrators, urged to make strong statements in response to such incidents, may do so at the risk of distorting

the disciplinary process, which takes time and which should be immune from pressures.

The Committee does recommend in this report the improvement of the University's general and public relations management of incidents, but believes that the University's reputation must ultimately depend upon substantive and thoughtful evaluations. Overly hasty or uneven applications of judicial, personnel, or investigative processes will be counterproductive. The Committee cautions, however, that glacial-like movement by the administration, for whatever reason, leads to disaffection and may subvert the community's need for justice.

## Recommendations

The intent of these recommendations is to promote an atmosphere conducive to good work, successful scholarship, personal well-being, and healthy interactions among members of the campus community. Action is recommended in the following areas:

- *Code of Student Conduct*
- *Response Mechanisms*
- *Incident Reporting*
- *Program Development*
- *Dissemination of Information Regarding:*
  - Institutional Policies*
  - Procedures and Programs*
- *Curriculum Intervention*
- *Press Relations*
- *Religious Observances*
- *Supportive Contacts with the Larger Community*
- *Additional Study.*

## CODE OF STUDENT CONDUCT

The *CODE OF STUDENT CONDUCT* SHOULD BE INTERPRETED TO STRENGTHEN PENALTIES FOR ACTS OF VIOLENCE AND EXTREMISM WHICH ARE RACIALLY, RELIGIOUSLY AND ETHNICALLY MOTIVATED.

The *Code of Student Conduct* provides at part 2(a) that acts which pose "a substantial threat to the stability and continuance of normal university activities" shall be considered "aggravated violations." Students found responsible for such violations are subject to suspension or expulsion from the University. The Vice Chancellor for Student Affairs should issue a statement to the campus community, as follows:

The Board of Regents, by a resolution dated June 18th, 1982, has established a university-wide policy pertaining to acts of violence and extremism. Consistent with that resolution, we will treat violations of the *Code of Student Conduct* which are motivated by consideration of race, religion or ethnic origin, to be "aggravated violations" as specified at Part 2(a) of the *Code of Student Conduct*.

This action will have the net result of making all violations of the *Code* that are motivated by consideration of race, religion or ethnic origin, subject to the more stringent sanctions of *suspension* or *expulsion*.

## RESPONSE MECHANISMS

MECHANISMS WHICH PROMOTE AN ADEQUATE INSTITUTIONAL RESPONSE TO INDIVIDUAL INCIDENTS, NO MATTER HOW ISOLATED, MUST BE ENCOURAGED AND SUPPORTED.

- When individuals are subjected to acts of discrimination, violence or extremism, the institution must be prepared to respond as effectively as possible. To deal effectively with those who have suffered the burdens of such acts, the campus staff in agencies that are most likely to have "front line" contact with student or employee victims, should be sensitized to special needs and problems. Those agencies include, but are not limited to, Campus Activities, Counseling Center, Human Relations Programs, Health Services, International Education Services, Minority Student Education, Resident Life, University Chaplains, and University Police.
- The Human Relations Programs Office (HRPO) should develop and implement a "network of neighbors" concept and publish a directory available to staff and students, designating individuals in appropriate offices who may be contacted for assistance. HRPO should also engage network offices in the development of TEL-UM tapes which would inform callers about available assistance. The materials distributed to the "network" should include guidelines for providing direct victim assistance. HRPO should convene meetings as needed to ensure that the "network" is properly coordinated and to update the directory.
- Campus guidelines clarifying expectations for the prompt removal of offensive visual signs, graffiti, and undesirable posters or banners, should be developed and distributed to administrative offices and maintenance agencies responsible for campus and building upkeep such as the Athletic Department, Dining Services, Maryland Student Union, Physical Plant, and Resident Life.
- In order to demonstrate that reported acts of violence and extremism receive administrative attention, the Judicial Programs Office and/or HRPO should publish in the *Diamondback* an account of actions taken. Publication should occur on a regular basis without naming the parties involved. Publicizing disciplinary sanctions that are imposed should deter similar acts and encourage victims to use campus agencies for redress.

## INCIDENT REPORTING

A CAMPUS-WIDE INCIDENT-REPORTING SYSTEM SHOULD BE DEVELOPED AND A CLEARLY DESIGNATED COORDINATING AUTHORITY SHOULD BE ASSIGNED.

The current reporting system, which includes multiple centers for reporting incidents, should be systematically integrated, improved where necessary, and widely advertised. This will ensure that relevant data is collected at a central point. Data can be used to identify problems, contribute to their solution and/or assist in shaping campus policy. An annual report should be developed and distributed to implement improved programs or responses. The overall responsibility for the development and maintenance of a campus-wide reporting system should rest, in the current structure, with HRPO. However, relevant component agencies have no less a responsibility to establish, nourish, and maintain internal reporting processes. The most apparent of these include the five academic divisions, Campus Activities, International Education Services, Minority Student Education, Resident Life, and University Police.

Reporting information centrally in order to assist in overall campus management should not be viewed as discouraging the resolution of problems nor diminishing the level of response given to incidents at any local level. As alteration in or expansion of existing data collection is pursued, reasons for doing so should be clearly enunciated to those contributing to the reporting process, which the data collection process structured to meet relevant needs.

## PROGRAM DEVELOPMENT

THE DEVELOPMENT OF A SERIES OF APPROPRIATE EDUCATIONAL PROGRAMS IS RECOMMENDED. SUCH PROGRAMS SHOULD BE ADEQUATELY FUNDED AND SHOULD BE DIRECTED AT THE ENTIRE CAMPUS COMMUNITY. TOPICS SHOULD INCLUDE PARTICULAR ASPECTS OF HUMAN RELATIONS AND CAMPUS CIVILITY, AND SHOULD PROMOTE THE UNIVERSITY AS A PLURALISTIC INSTITUTION.

All divisions of the campus should contribute to the development and implementation of programs designed to promote positive human relations among different population groups, whether based upon race, religion or ethnicity. Further, in this particular recommendation, the Committee contends that issues of sexual preference or political belief can and should be addressed. An appropriate body should be identified to select, plan and implement special programs such as speakers series, workshops, faculty and staff training sessions. Additionally, it should be assigned the responsibility for implementing a major annual symposium devoted to human relations and civility.

## DISSEMINATION OF INFORMATION REGARDING INSTITUTIONAL POLICIES, PROCEDURES AND PROGRAMS

METHODS FOR DISSEMINATING POLICY STATEMENTS SHOULD BE MAINTAINED AND IMPROVED.

In order to ensure that every member of the campus community can be familiar with relevant policy statements regarding violence and extremism, the following steps should be taken:

- Responsible campus agencies should act to ensure that statements such as the Board of Regents' Resolutions and the UMCP Chancellor's Statement on Violence and Extremism (first issued by Chancellor Gluckstern in May, 1982) are published, at least annually, in the major campus newspapers (*Diamondback*, *Black Explosion*, and *HaKoach*); campus publications such as the *Faculty Handbook*, *Schedule of Classes*, course catalogs, divisional handbooks; and in orientation packets for new students and employees. They should also be distributed to all Vice Chancellors, Provosts, Equity Officers, Deans and Department Chairs.
- The campus should develop and publish widely, in such publications as the *Undergraduate Catalogue*, *Graduate Catalogue* and the *Schedule of Classes*, a statement of the University's view regarding free speech, such a statement may also condemn the irresponsible exercise of protected communications. A statement issued by Yale University in 1975 is illustrative:

"Shock, hurt and anger are not consequences to be weighed lightly. No member of the community with a decent respect for others should use, or encourage others to use, slurs and epithets intended to discredit another's race, ethnic group, religion, or sex . . . (But) even when some members of the university community fail to meet their social and ethical responsibilities, the paramount obligation of the university is to protect their right to free expression. If the university's overriding commitment to free expression is to be sustained, secondary social and ethical responsibilities must be left to the informal processes of suasion, example and argument."

## Prevention through Education

To promote understanding of such a statement, the campus should develop an instructive document designed to elaborate on the principles embraced and their importance. This document could also provide guidelines which encourage responsible communication and explain the rationale for various guidelines regulating free expression (e.g., time, manner, and place.)

### METHODS FOR DEVELOPING AND DISSEMINATING INFORMATION REGARDING CAMPUS PROCEDURES AND PROGRAMS SHOULD BE IMPROVED.

Members of any community respond better when expectations are clearly communicated and justified with a comprehensible rationale. Further, members will make better use of programs and services when the extent of those programs and services is well known. To promote better understanding, the following steps should be taken:

- The current human relations newsletter should be broadened in focus and widely distributed at the beginning of each regular semester. The newsletter should promote human relations standards by identifying and discussing behaviors and values which merit support, as well as clarifying those that should be discouraged. The goals of the newsletter would be to communicate consistently that certain activities are unwelcome, to share positive behaviors and values, to promote available programs and services and to assure victims that individuals and agencies can be of assistance. The newsletter could also: examine issues related to "free speech and responsible speech"; commend positive actions taken by individuals and groups; encourage individuals who have been harassed or discriminated against to seek assistance; detail how services may be utilized; clarify how the *Code of Student Conduct* and the civil court systems work, and what sanctions are likely to be imposed when acts of violence and extremism are involved; review appropriate campus rules and civil laws; state the purpose and clarify the procedures of the *Human Relations Code*; and summarize disciplinary actions which have been taken in response to specific acts.
- An appropriate committee or group should be requested to develop for distribution a booklet similar to that developed by the Maryland State Department of Education and entitled "Violence and Extremism: A Brief Guide of Responses for School Administrators." Such a booklet would suggest ideas for promoting the implementation of relevant campus programs designed to clarify expectations and to increase tolerance and respect for others. It could suggest possible program formats and outline available resources on and off campus for use in classes, residence halls, or via other campus events.

## CURRICULUM INTERVENTION

### THE ESTABLISHMENT OF CURRICULUM MATERIALS EXAMINING THE ISSUES OF PLURALISM, CRITICAL THOUGHT, CITIZENSHIP, INTERPERSONAL AND INTERGROUP RELATIONS, AND OTHER RELATED TOPICS IS RECOMMENDED.

Many courses currently offer students the opportunity to examine various value orientations and encourage an analytical approach to social issues. As an educational enterprise concerned with transmitting important values, the University ought to encourage and possibly even require all students to be exposed to a core of intellectual activity that would promote a broad critical view of society. As an initial step, individual faculty should be encouraged to include units of study in appropriate courses and to use materials which would help achieve such an outcome.

To promote an institutional commitment to curricular offerings designed to examine issues of pluralism, critical thought, interpersonal and intergroup relations, and related topics, the Campus Senate should be asked to study the issue and to take appropriate action. The Campus Senate, as well as other curriculum development groups, should also explore alternative modes of instruction within a developing curriculum that are particularly effective in promoting tolerance and understanding. In addition, they should formulate methods to encourage enrollment in those special curricular offerings.

## **PRESS RELATIONS**

THE CAMPUS SHOULD DEVELOP AND DISTRIBUTE GUIDELINES FOR STAFF/PRESS INTERACTIONS AND DEVELOP BRIEFING PAPERS FOR THE PRESS IN ORDER TO ASSURE THAT ACCURATE AND BALANCED INFORMATION IS REPORTED.

Given the speed with which the community hears of a campus incident, a timely method for disseminating information and properly briefing reporters is required. In that event, HRPO should forward non-confidential information to the University Relations Office. The University Relations Office should provide to the media relevant background documents on campus intergroup relations, the campus judicial and *Human Relations Code* processes, and the campus human relations program.

## **RELIGIOUS OBSERVANCES**

THE CAMPUS COMMUNITY SHOULD BE INFORMED EFFECTIVELY AND REGULARLY OF POLICIES REGARDING THE SCHEDULING OF EXAMINATIONS ON RELIGIOUS HOLIDAYS.

The Office of Academic Affairs should ensure that faculty and administrative departments, as well as students, are adequately informed of the dates of religious holidays, of the requirements that students should be granted timely and convenient make-up examinations, and of the rationale for this policy. Students should not be compelled to substantiate the fact that a holiday exists, nor should they find it awkward nor academically risky to request a make-up. Grievance procedures available to students who feel abused by practices of non-compliance with this policy should be developed by the Campus Senate and clearly communicated to all concerned.

## **SUPPORTIVE CONTACTS WITH THE LARGER COMMUNITY**

THE UNIVERSITY SHOULD CONTINUE TO ACCEPT INVOLVEMENT WITH THOSE PROGRAMS WITHIN THE OFF-CAMPUS COMMUNITY TO WHICH IT CAN EFFECTIVELY CONTRIBUTE AND FROM WHICH IT CAN REASONABLY BENEFIT.

While many other opportunities may exist in the future, currently, the University should be supportive of the efforts of the Governor's Task Force on Violence and Extremism. Of special interest is that group's efforts to determine the feasibility of establishing a National Center on Violence and Extremism in the State of Maryland. The Committee recommends that the Chancellor give support to that investigation and provide for a full consideration of UMCP leadership and participation, if appropriate.

Further, the campus should maintain existing contacts and participation in groups such as the Coalition Opposed to Violence and Extremism, and engage in other community relationships as appropriate.

## **ADDITIONAL STUDY**

ACTS OF VIOLENCE AND EXTREMISM WHICH ARE DIRECTED AT WOMEN AND AT INDIVIDUALS EXPRESSING A PARTICULAR SEXUAL PREFERENCE OR CERTAIN POLITICAL POSITIONS WERE FREQUENTLY DISCUSSED AT THE COMMITTEE'S MEETINGS. THE SENATE ADJUNCT COMMITTEE ON HUMAN RELATIONS SHOULD BE CHARGED WITH EXAMINING THESE PROBLEMS AND RELATED HUMAN RELATIONS PROBLEMS AND POLICIES IN THE FUTURE.

It was not within our charge to study in depth these particular classes of individuals. Nonetheless, the Committee believes that the campus will benefit from a more purposeful study of the problems these groups face and offers the following specific measures when considering the safety of women:

- Establish effective University Police foot patrols.
- Administratively formalize the campus Escort Service.
- Accelerate the campus security lighting program.
- Accelerate the installation of emergency phones.
- Extend campus shuttle routes (to be studied by appropriate offices as to need and funding).
- Improve systematic efforts in the area of rape prevention (education programs by the University Police should be encouraged, increased and publicized).
- Publicize TEL-UM recorded messages which may be referenced by victims of sexually related offenses.
- Require that sexually related offenses be reported by the University Police to HRPO within 24 hours.

Finally, the Campus Senate should be encouraged to develop practices and procedures that respond to problems of faculty and staff being absent from their duty for reasons of religious observance. No part of the campus community should be subject to discriminatory behavior based upon race, religion or political persuasion.

### **Acknowledgement**

The Committee is profoundly gratified for the substantial and forthright contributions of the many students, staff and organizational representatives who presented testimony and provided assistance.

September 16, 1983

**SAMPLE RESOLUTIONS AND POLICIES**

## Carroll County Board of Education

### Philosophy of Education

The members of the Board of Education of Carroll County believe that the responsibility of education in a democracy is to provide all students with the basis for a useful and challenging life by developing the fullest potential of each child. We recognize the individuality of each child and the ability of each child to make a unique contribution to society. We believe that we must constantly evaluate and revise our policies and procedures so that we can meet the changing needs of our students as they seek to function effectively in an increasingly complex society. We believe that the basic educational needs of each individual vary. We seek to emphasize the understanding of basic principles and their application rather than to emphasize a mere accumulation of facts. Therefore, we seek to aid our students to:

- Apply the fundamental skills of communication;
- Apply the fundamental skills of mathematics;
- Apply the fundamental skills of scientific inquiry;
- Identify their civic rights and responsibilities in the context of our democratic heritage and participate in our democratic society.
- Build and maintain physical and mental health;
- Develop intellectual curiosity and a continuing eagerness for learning;
- Respect the rights and beliefs of others but form personal values rooted in their family and religious or philosophical beliefs;
- Behave ethically and accept responsibility for their own actions;
- Develop and apply the skills which will enhance their aesthetic responses and creative abilities; and
- Become contributing members of the family and of the community.

ADOPTED: July 13, 1977

REVISED: April 11, 1979

REVISED: February 10, 1982

### Contributions of Ethnic & Cultural Minorities in Curriculum

The contributions of ethnic and cultural minorities shall be integrated into the curriculum of Carroll County Schools at all grade levels. Specific units and activities are to be included in appropriate Social Studies Curriculum Guides. Teachers will be encouraged to take courses or attend workshops which will increase teaching competence in this area.

REFERENCE: MSDE BYLAW 13.03.02.05

APPROVED: November 10, 1971

REVISED: November 14, 1979

REVISED: August 11, 1982

TTY for the Deaf and Hearing Impaired  
From Baltimore or Annapolis  
269-2669  
From D.C. Metropolitan Area  
565-0450  
From Other MARCOM Installations  
224-2609



Maryland State Board for Community Colleges  
The Jeffrey Building  
16 Francis Street, Annapolis, Maryland 21401  
301-269-2881

RESOLUTION CONDEMNING VIOLENCE AND BIGOTRY

- WHEREAS, There has occurred in Maryland and the nation a noted increase in incidents of violence and bigotry against various racial and religious groups; and
- WHEREAS, Behavior which encourages hate or ignorance of any racial, ethnic or religious group cannot be tolerated in our society; and
- WHEREAS, The action of those who would threaten toleration, understanding and mutual respect between all citizens cannot be condoned; and
- WHEREAS, Governor Harry Hughes has appointed a Task Force on Violence and Extremism to develop strategies to stem the tide of hate and bigotry; and
- WHEREAS, Maryland community colleges occupy a pivotal position in serving all Maryland citizens and in creating greater understanding among individuals and groups;

NOW, THEREFORE, Be it resolved by the State Board for Community Colleges, convened in regular session on June 1, 1982, that the Board re-dedicates itself and the community college system to the democratic goals of fairness and understanding among all people. Further, the Board indicates its commitment to working together with other educational institutions and agencies of government in combating the forces of discrimination, hatred, and bigotry wherever they exist.

ADOPTED by the State Board for Community Colleges  
in regular session June 1, 1982.

Samuel P. Massie

Samuel P. Massie  
Chairman

Francis H. Morris

Francis H. Morris  
Vice Chairman

Homer O. Elseroad

Homer O. Elseroad

William V. Lockwood

William V. Lockwood

Charles Mindel

Charles Mindel

William S. Sartorius

William Sartorius

Dana Thoman

Dana Thoman

Veronica Wojcik

Veronica Wojcik

**Resolution**  
**Maryland State Board of Education**  
**July 29, 1981**

**Resolution No. 1981-35**

**Re: Violence and Extremism**

WHEREAS, The Maryland State Board of Education believes that public education is provided best in an atmosphere where differences are understood and appreciated, and where all persons are treated fairly, with respect and without discrimination or threats of violence or abuse; and

WHEREAS, The recent incidents of cross-burning, painting of swastikas, defacing of places of worship and other public buildings, threatened violence against the persons of civil rights organizations, distribution of hate literature to school children and similar acts by members of the Ku Klux Klan, Neo-Nazi organizations and other hate groups in Maryland are cause for concern and constructive response by all persons of good will; and

WHEREAS, Silence in the face of deliberate acts of wanton hatred cannot and must not be tolerated in this state; and

WHEREAS, The educational system of Maryland has an affirmative responsibility to help create within itself and within the communities of the state an atmosphere of respect, understanding, fairmindedness and tolerance between and among racial, ethnic and religious groups consistent with the democratic principles on which this nation is built; and

WHEREAS, Action, inaction, words and their absence by all citizens including employees of the MSDE and local school systems contribute significantly to the climate which either breeds or discourages racial, ethnic and religious bigotry; now therefore be it

RESOLVED, That the Maryland State Board of Education finds intolerable and condemns any individual or organization, such as the Ku Klux Klan and Neo-Nazi type groups that believe in, practice, or support verbal abuse, threats, or physical violence directed against others; and be it further

RESOLVED, That the State Board of Education commends the Governor in his appointment of the Task Force on Violence and Extremism and directs the State Superintendent as a member to support fully the work of the Task Force; and be it further

RESOLVED, That the State Board of Education directs the Maryland State Department of Education to continue to give positive emphasis in its curricula work, in-service training activities, grants, awards and all other appropriate contexts to issues of equity and to the unacceptability of the kind of activity to which this resolution is directed; and be it further

RESOLVED, That the State Board of Education strongly urges all citizens of good will to speak out against those who would foment hatred and seek to divide us; and be it further

RESOLVED, That the State Board of Education strongly encourages all local school systems to give specific attention to these issues in board policy, curricula offerings, staff development activities and extracurricular affairs; and be it further

RESOLVED, That the State Board of Education directs the State Superintendent to bring this resolution to the attention of each local board of education and local superintendent.

## **RESOLUTION**

### **THE UNIVERSITY OF MARYLAND POSITION ON ACTS OF VIOLENCE AND EXTREMISM WHICH ARE RACIALLY, ETHNICALLY, RELIGIOUSLY OR POLITICALLY MOTIVATED**

WHEREAS, the University of Maryland is a community of individuals of diverse racial and ethnic backgrounds, religious preferences and political persuasions; and,

WHEREAS, the University believes such diversity to be fundamental to the development of mutual trust, respect, and understanding among its constituent groups; and,

WHEREAS, the University seeks to influence the social attitudes, mores and folkways of the society through its example as well as its teaching, research and service; and,

WHEREAS, the University opts to cooperate fully in efforts by the Governor, other State agencies and community groups to assure the preservation of human dignity and the protection of individual rights of citizens of the State of Maryland; and,

WHEREAS, the essential nature of the University requires an atmosphere of tolerance and understanding of diverse groups and opinions;

NOW, THEREFORE, BE IT RESOLVED, that the Board of Regents strongly condemns any bias or stigma against individuals based on their race, ethnicity, religion, or political beliefs; and,

BE IT FURTHER RESOLVED, that the Board of Regents strongly condemns criminal acts of destruction or violence against the person or property of others, and forewarns that individuals committing such acts as any campus or facility of the University will be subject to swift campus judicial and personnel action, including possible expulsion or termination, as well as to possible State criminal proceedings.

June 18, 1982

## GOVERNOR'S YOUTH ADVISORY COUNCIL PLAN

### VIOLENCE AGAINST MINORITY GROUPS

The Governor's Youth Advisory Council is extremely concerned about recent reports of increased violence against religious, ethnic and racial groups. The Council fully supports the efforts of Governor Harry Hughes in his firm stand against such acts with the creation of the Governor's Task Force on Violence and Extremism. We also commend the Maryland State Board of Education for its resolution of July, 1981, which takes a strong position of opposition to violence and other expressions of hate and prejudice, particularly in the schools of Maryland. The State of Maryland has been recognized as one of the few in the nation which publicly denounces such destructive behavior.

In 1981 the Maryland General Assembly passed HB 1001 and HB 958. HB 1001 makes any person convicted of burning religious symbols guilty of a felony rather than a misdemeanor. HB 958 mandates state police to collect and analyze information relating to incidents directed against racial, religious or ethnic groups. We hope that if these laws are strictly enforced the number of extremist incidents will be decreased.

The Council is, however, aware of the increase in incidents directed at minorities in Maryland. We are also aware that groups such as the Ku Klux Klan have made concerted efforts to recruit youth into their organization through distribution of literature around schools and other places where young people congregate.<sup>1</sup>

To alleviate this problem, we propose that all Maryland counties implement a program similar to the one considered by the Montgomery County Council.<sup>2</sup> This plan calls for a tipsters program similar to the "Crime Solvers" program. In addition to the outward effects of this program, the potential offender would learn that his seemingly harmless prank has a definite effect on the community in which he lives. Thus the offender will realize the seriousness of the crime. We also suggest appropriate penalties for such acts of maliciousness. For example, the offender might work a certain number of volunteer hours at an organization that represents the persecuted group. Recently, at the University of Maryland-College Park campus, an offender was required to work at B'nai B'rith after physically and verbally assaulting a Jewish woman.

The Council is in support of concerted efforts taken by the schools, government, and the business community to bring and end to the hate and violence in this State. Such efforts may include school-wide assemblies using films, forums, debates, essay contests and other activities which focus on discrimination and hate groups. We believe that the school system can play an important role in reducing such behavior by teaching children how they can respect their differences, not fear them. Holding special days in school where all students can share their own special family heritage with displays and discussions about their customs, foods, dress, and language would create a positive atmosphere in which to learn positive regard for each other.

In conclusion, the Council pledges to do everything possible to help stop racial, religious or ethnically motivated incidents.

<sup>1</sup>The KKK: A Historical Fact Sheet, Department of Human Relations, Montgomery County Public Schools, 1981.

<sup>2</sup>"Stiffer Fines for Hate Acts," *Montgomery Journal*, July 25, 1982.

**ST. MARY'S COUNTY CONFERENCE ON CHILDREN AND YOUTH**

**RESOLUTION  
COUNCIL ON CHILDREN AND YOUTH  
November 12, 1981**

**Re: Violence and Extremism**

WHEREAS, The Council on Children and Youth believes that the social, emotional, physical and mental growth of children and youth is provided best in an atmosphere where differences are understood and appreciated, and where all persons are treated fairly, with respect and without discrimination or threats of violence or abuse; and

WHEREAS, The recent incidents of cross-burnings, painting of swastikas, defacing of places of worship and other public buildings, threatened violence against the persons of civil rights organizations, distribution of hate literature to school children and similar acts by members of the Ku Klux Klan, Neo-Nazi organizations and other hate groups in Maryland are cause for concern and constructive response by all persons of good will; and

WHEREAS, Silence in the face of deliberate acts of wanton hatred cannot and must not be tolerated in this county or state; and

WHEREAS, The state of Maryland has an affirmative responsibility to help create within itself and within the committee of the state an atmosphere of respect, understanding, fairmindedness and tolerance between and among racial, ethnic and religious groups consistent with the democratic principles on which this nation is built; and

WHEREAS, Action, inaction, works and their absence by all citizens contribute significantly to the climate which either breeds or discourages racial, ethnic and religious bigotry; now therefore be it

RESOLVED, That the Council on Children and Youth finds intolerable and condemns any individual or organization, such as the Ku Klux Klan and Neo-Nazi type groups that believe in, practice, or support verbal abuse, threats, or physical violence directed against others; and be it further

RESOLVED, That the Council on Children and Youth commends the Governor in his appointment of the Task Force on Violence and Extremism and encourages the St. Mary's County Commissioners to work with and support our local Board of Education, Law Enforcement Agencies and other agencies and groups who fully support the work of the Task Force; and be it further

RESOLVED, That the Council on Children and Youth strongly urges all citizens of good will to speak out against those who would foment hatred and seek to divide us; and be it further

RESOLVED, That the Council on Children and Youth encourages the adoption of this resolution and its dissemination to all county supported boards and agencies.

## Task force on violence to gather in Salisbury

Governor Hughes's Task Force on Violence and Extremism, a group dedicated to the prevention of racial, religious or ethnically motivated violence, will hold its monthly meeting in Salisbury on Friday, Dec. 18.

The Task Force has extended invitations to community leaders from Caroline, Dorchester, Somerset, Talbot, Wicomico and Worcester counties to take part in the session.

"The Task Force is keenly aware that violence or the fear of violence ranks as a serious concern of all our citizens," said Constance Beims, chairperson of the Task Force.

"We must not, however, let legitimate concerns and fears about crime and the rising rate of crime be exploited by conveyors of religiously, ethnically or racially motivated acts of violence or extremism."

County Record  
Denton, Md.

## Howard Co. Neighbors

The message painted crudely across the glass storm door of Horace and Jean Dickerson's home a month ago was nasty, brutish and short.

Shortly after the incident, a member of a Howard County volunteer group called Network of Neighbors stopped by the Dickerson house to reassure the family that the vandal did not speak for the rest of the community.

The volunteer group was formed last year following a rash of racially motivated incidents in Savage, a small, rural town in southeastern Howard.

Since then, Network of Neighbors has grown steadily to nearly 90 members, said Gaby Soazo, the organization's chairman.

"Probably the most important thing they do is to reassure people that they are not alone and isolated," said Constance Beims, chairman of a state commission on violence and extremism. "They also are a grass-roots presence in the community that says somebody does care."

Washington Post

# Human and Community Relations

## Local Leadership

From its inception the Task Force understood the importance of human and community relations to the prevention and control of hate extremism. In both supporting the victim and inhibiting the perpetrator, such efforts, formal or otherwise, can be unparalleled in their abilities to respond to violence and extremism in a grass-roots, localized manner. This is particularly true when community leaders take an active role.

Therefore, throughout its various projects the Task Force worked to impress upon community leaders, elected or otherwise, the healthy impact each could have in preventing and controlling hate extremism. The Task Force emphasized the role community leaders can and should play in the control of hate extremism, the responsibility each bears:

- 1) to speak out against such behavior;
- 2) to arbitrate resolutions of the conflicts extremist incidents can engender;
- 3) to contain these incidents through leadership;
- 4) in short, to be part of the solution, not part of the problem.

Because they are chosen by their respective communities to represent and lead them, elected officials in particular bear a responsibility to become "part of the solution".

The fact that since 1981 a number of elected officials and other leaders have spoken out and sought the Task Force's resources when a local incident occurred, or was anticipated, indicates the success the Task Force encountered in spreading this message.

## Formal Programs

It goes almost without saying that permanent, formal human and community relations programs at both the state and local level are integral to the prevention or control of prejudicially motivated extremism. These programs usually have a two-pronged approach: offering victim assistance after the fact, and instilling community education and awareness as a preventive measure.

Until the Uniform Crime Reporting Code was revised to include incidents of hate extremism, however, the Maryland Human Relations Commission was severely limited in its ability to accomplish either goal. Only when a series of smaller incidents, such as name-calling or harassment, had mushroomed into a larger disruption like a cross-burning or a physical assault was the Commission apt to hear about it. The victims of the earlier incidents were left unassisted, and steps, which might have avoided the more extreme behavior, could not be taken.

## *Human and Community Relations*

The implementation of the Uniform Crime Reporting Code helped the Maryland Human Relations Commission break this cycle. It also assisted efforts to address the problem locally through the county human relations commissions. While the commissions still can respond only after an act of hate extremism occurs, they now can do so for all kinds of incidents. For instance, if a swastika is painted on a bus stop bench, the local human relations commission is notified by the local police. It is then able to call on the appropriate government agency to have it removed, often within twenty-four to forty-eight hours. This action demonstrates to the victims that such bigotry will not be tolerated by their government. It also helps to prevent a sense of divisiveness from growing in the affected community.

The Uniform Crime Reporting Code also helps the State and local Human Relations Commissions keep a finger on the pulse of such activity, what kinds of incidents are occurring most frequently, and where, enabling them to concentrate preventive and educational efforts accordingly.

An outgrowth of this targeting ability is the Maryland Human Relations Commissions' efforts to establish neighborhood or community Councils of Goodwill in areas plagued by extremist activity. Whenever the Commission detects either a large number of incidents or an increase in a particular geographic location, it approaches local community leaders and groups to:

- 1) bring the situation to their attention;
- 2) encourage their appropriate response; and
- 3) urge the formation of a local Council of Goodwill so that the community can take preventive action adapted to its individual needs, and extend caring and assistance to victims of hate extremism.

The Maryland Human Relations Commission offers its own resources and assistance as needed.

An example of the effectiveness of this grassroots approach is illustrated by the creation of such a council on Maryland's Eastern Shore. During a period when the KKK was actively conducting rallies on the Shore, the community was initially reluctant to respond at all due to a mixture of fear and embarrassment. Once the Task Force and the Maryland Human Relations Commission explained the nature and statewide scope of the problem, the community's anxieties were allayed and it coalesced to form a Council of Goodwill. The Council then coordinated its local leaders and individuals to respond in a peaceful manner, responsive to the victims and clear in its condemnation of such intolerant behavior. This approach prevented a possibly violent confrontation at a KKK rally in 1982. The rally having been announced in advance, a group of people from out-of-state visited the community urging it to stage a counter-demonstration at the rally site, in an apparent attempt to force a confrontation bearing the ingredients for potential violence. The community, having already been drawn together, listened politely. Then, having been advised by Governor Hughes to follow their own thoughts rather than the lead of outsiders, the community initiated and held an ecumenical, inter-racial church service on peace, intergroup toleration, and harmony at the same time as the KKK rally. Over 350 local citizens attended the church service. Since then there has not been another Klan rally on the Eastern Shore.

By working with the community, the Task Force and the Maryland Human Relation Commission both educated and empowered its leaders to take responsibility for controlling the damage wreaked by such extremism. Once empowered the community was able to resolve the problem on its own and at the same time bring its citizens closer together.

Before the Task Force began its work, several counties had already taken various actions to address prejudicially based extremism through human and community relations. Baltimore County, for instance, had developed, through integrating its police and human relations agencies, a victim response and assistance procedure to ensure that the victim knows his or her government is clearly concerned and that he or she receives follow-up attention. This responsibility lies on the police department, as well as the human relations office, for follow-through to assure proper law enforcement attention. The details of this program, which have been cited nationally, can be found in the law enforcement section of this report.

Another example is Montgomery County, where County Executive Charles W. Gilchrist established a Coordinating Council on Hate/Violence. This Council is comprised of civic, business and religious leaders as well as representatives from government agencies and meets regularly to make certain that both the public and private sectors of Montgomery County take positive stances against bigotry and for intergroup harmony.

In addition Montgomery County established the "Network of Neighbors" which has been in operation since 1977. Developed around the knowledge that one of the most devastating effects hate extremism has on its victims is the sense of isolation it inflicts, the "Network of Neighbors" was created to counter the sense that no one cares. Comprised of over 600 private household members, the Network:

- 1) offers support to victims by listening and offering assistance and reassurance;
- 2) helps create a sense of community among those who live near each other—in the conviction that in these times of alienation, mutual support is vital;
- 3) keeps the citizens informed of hate activities occurring in the county; and
- 4) keeps the Human Relations Commission and the County Police informed of the hate activities which may be known to Network members, but not reported to the Human Relations Commission and the Police.

The success of the "Network of Neighbors" in assisting victims has drawn national attention. With the recommendation of the Task Force Howard County has adopted the program and several other counties are considering it. The informational brochure distributed by the Network is reprinted at the end of this section.

## Network of Neighbors

Founded in 1977, the Network of Neighbors is predicated on the belief that the local community can play an important role in combatting hate activity. There are currently over 600 member households. Purposes of the Network are:

1. to offer support to victims by listening and offering assistance and reassurance.
2. to help create a sense of community among those who live near each other—in the conviction that in these times of alienation, mutual support is vital.
3. to keep the citizens informed of hate activities occurring in the county.
4. to keep the Human Relations Commission and the County police informed of the hate activities which may be known to Network members, but not reported to the HRC and the police.

## Network of Teens

The Network of Teens was founded in 1982. Its members are teenagers who will reach out to offer support to their peers who have been victimized.

### The Network of Neighbors and You

1. Personally welcome and offer assistance to new residents in your area.
2. Encourage your church or synagogue group, civic association, or club to engage a speaker from the Network of Neighbors.
3. Join the Network of Neighbors and respond, if needed.
4. Report incidents as they occur to the police and to the Human Relations Commission.

### What Network Members Do . . .

Once notified about an incident, a member calls upon a victim and listens, conveys concern, and offers reassurance. The member assists in whatever way possible—often offering to contact other agencies on behalf of the victim. Confidentiality is maintained by the Network member unless permission is received from the victim to share the particulars.

### The Human Relations Commission

The Human Relations Commission of Montgomery County, Maryland, is the county agency charged with enforcing antidiscrimination laws. The Commission protects individual rights in employment, housing, and public accommodation. Individuals are protected against discrimination based on:

- ▣ race
- ▣ color
- ▣ religion
- ▣ ancestry
- ▣ age (in employment)
- ▣ national origin
- ▣ sex
- ▣ marital status
- ▣ handicap

Additionally, the Human Relations Commission endeavors to promote community integrity and racial harmony, and to alleviate tension caused by prejudice, provocation, and harassment. Community relations efforts include:

- ▣ education through speaking engagements and workshops.
- ▣ intervention in communities experiencing tension from overt prejudice, provocation, and harassment.
- ▣ coordination of the Network of Neighbors/Network of Teens, a county-wide support effort for victims of hate activity.

## The Hughes war on bigotry

*"All of us must reflect seriously on what bigotry and intimidation do: They diminish all of us."*

—Gov. Harry Hughes  
To his credit—indeed we see it as a shining accomplishment of his administration—the governor not only has been emphasizing this truth ever since he took office in 1979 but acting on it by pushing for more clear-cut, tougher laws and other ways to attack overt acts of bigotry and extremism; for example, he urged the now-in-effect police tracking and reporting method that has enabled local law enforcement people to uncover nearly 700 cross-burning and swastika-painting incidents in the last year and a half.

In a speech before the Greater Baltimore Committee this week he urged more people to denounce lawless business people to denounce lawless hatred. There is a growing consensus, he said, that silence condones it.

And he called for business people to get behind the idea he presented at the summer meeting of the association of state governors—the establishment, in Maryland, of a national institute for the study of violence and extremism.

The purpose, which we heartily endorsed earlier, is not only to combat racial and religious bigotry in Maryland but also to create a clearinghouse of much-needed information concerning

this continuing poison. Nothing like the center exists anywhere, as the governor found out when, after having taken office, he began addressing the problem. Nowhere, he said, were "we able to seek counsel, to seek guidance, to receive technical assistance or reap any understanding of why this was happening." As a result of Maryland's efforts, he said, "other states began contacting us, using us as a resource and adviser."

To make the institute a reality, the governor will ask the General Assembly for \$600,000 spread out over three years—and most likely will ask the private sector to donate a like amount.

We consider it vital that the whole state—citizens, legislators, business people, state and local government officials—catch the spirit and determination of the governor. It will take the tenacity and commitment he has displayed, and the emphasis he places on the combined tactics of public education and harsh punishment, to continue his good fight against acts of hatred in Maryland and strengthen efforts to come to grips with it everywhere else.

News American

# The National Institute Against Prejudice and Violence

## I. Introduction

In the late 1960s and early 1970s the problem of violence was given special consideration by our society. Prompted by the recognition of increased levels of criminal violence and especially by the urban riots associated with efforts to bring about social change in the late 1960s, two presidential commissions were established to recommend ways to prevent and control various forms of individual and collective violence.

The first of these, the National Advisory Commission on Civil Disorders (The Kerner Commission), was directed to study factors associated with urban riots. The second, the National Commission on the Causes and Prevention of Violence (The Eisenhower Commission), was directed by President Johnson to "go as far as man's knowledge takes us" in searching for the causes of violence and the means of preventing it.

Those two Commissions, if nothing else, helped focus attention on the general topic of violence, to identify the role that violence played in American society, and to collect and summarize what we knew at that time of the causes and control of violence in its various forms.

An important analysis of the history of violence in American society was undertaken by the staff of the Eisenhower Commission. In his report to the Commission, Professor Richard Maxwell Brown observed: "American violence, historically, seems to fall into two major divisions. The first is negative violence; violence that seems to be in no direct way connected with any socially or historically constructive development . . . (The second is positive violence), events that are considered constructive and among the noblest chapters in our national history. Thus the revolutionary war—both in its origin and its progress—was shot through with domestic violence. The Civil War, by which the slave eventually gained his freedom and the union of the nation was assured, engendered vast waves of violence."

The concern with negative violence continues in the 1980s. In his analysis of violence, Professor Brown identified seven forms of negative violence. They are: criminal violence, feuds, lynching, the violence of prejudice (racial, ethnic and religious), urban riots, free lance multiple murder and assassination. The Eisenhower and Kerner Commissions addressed only some of these categories of negative violence. The Kerner Commission devoted itself almost exclusively to urban riots and concluded that white racism and the manifestations of it in social, economic and cultural forms was the primary factor in the generation of urban riots in the late '60s. The Eisenhower Commission, while paying some attention to all seven forms of violence, focused most of its attention on criminal violence. Following the Eisenhower Commission, a National Academy of Science panel has continued the study of assassinations, multiple murders and the further analysis of data collected to examine the causes and occurrences of urban riots.

An obvious and important void in our continued consideration of violence in American society has been the category of the violence associated with prejudice. This void includes lynching which, although named as a separate category by Professor Brown, is an outgrowth of prejudice.

*Intimidation and Violence*, a report of the U.S. Commission on Civil Rights published in January, 1983 concluded: "the phenomenon of racial and religious violence is a serious threat to the maintenance of a peaceful, democratic, and pluralistic society." The Commission recommended that steps be undertaken to develop workable systems to report and analyze the extent of racially and/or religiously motivated acts of violence and intimidation, and to develop educational programs to "produce cognitive and emotional change with respect to racism and anti-Semitism". Throughout its study, the Commission was frustrated by incomplete and inadequate data and research.

Nowhere can one find the kind of concerted, systematic efforts to understand and control racially, ethnically and religiously motivated violence, and acts of intimidation that one can find for the other forms of what Professor Brown called negative violence. While interest groups exist that focus attention on the acts of violence, discrimination, bigotry, prejudice or extremism directed against particular segments of our society, nowhere have we attempted to organize and promote a better understanding of our ability to prevent or control the range of violent and other behaviors that fall into the category of the violence of prejudice. In fact, with the exception of the area of lynching, the vast amount of violence between blacks and whites, and between various ethnic, religious and racial groups in our society, is poorly understood and even more poorly documented.

The Task Force on Violence and Extremism quickly learned that there were few, if any, sources from which to gain information about racially, ethnically and religiously motivated violence and extremism. Just as the Commissions at the national level learned in the late 1960s that little information was available and certainly not organized in a way that made its access and utilization feasible, the Task Force reached the same conclusions concerning data on the violence of prejudice and extremism.

Although the Task Force's responsibility lay primarily in the realm of encouraging local response and organization, it found itself involved in either serving to diffuse a local incident or serving as a resource for victims of these acts.

As a result the Task Force became increasingly aware of the lack of information and the fragmentation of the information which was available on this subject. Law enforcement officers and local communities had no assistance readily available to them if there were rallies planned or if a rash of ethnically or religiously motivated criminal acts occurred.

An Ad Hoc Feasibility Committee was established to determine if the need for an institute on this issue existed and, if so, to pursue the possibility of such an Institute to be located within the State of Maryland for technical assistance, training, research and for seeking preventive measures.

The Task Force discovered there was no agency or organization studying the incidents of such violence and extremism in a comprehensive manner. There was no agency engaged in research to understand it, why it occurs and to ultimately make recommendations on how it can be prevented and controlled, nor to act as a clearinghouse,

objectively studying and analyzing the information. There was no organization putting together the best minds in the country, to discuss it and to make recommendations; nor was there an agency which had set out as one of its goals the willingness to help victims of intimidation, or to help those public and private agencies that are engaged in this work on a local level. There was no national archive, library or repository, not only for legislation, but for all information on this subject.

Although research and statistical studies have been undertaken by different groups on various segments of this issue, the organizational and financial resources of groups such as the National Association for the Advancement of Colored People, the Anti-Defamation League, the National Organization of Black Law Enforcement Executives, etc. do not permit them to discharge the function of a comprehensive national resource and information center. Consequently, there was a serious void in this whole area of prejudicially-motivated violence and extremism.

To further assess the need for such an institute, the Task Force surveyed the Governors of all fifty states and representatives of numerous national organizations. As part of the survey the question was asked as to whether an institute would be useful to, and utilized by, the various states and national organizations. The response was overwhelmingly in favor of the Institute. Every responding state and all of the national organizations indicated that they felt the need for such an institute, recognized the absence of an organization to focus attention on problems that cut across a variety of religious, ethnic and racial groups and indicated that they would both cooperate with, and expect to benefit from, an institute addressing these issues.

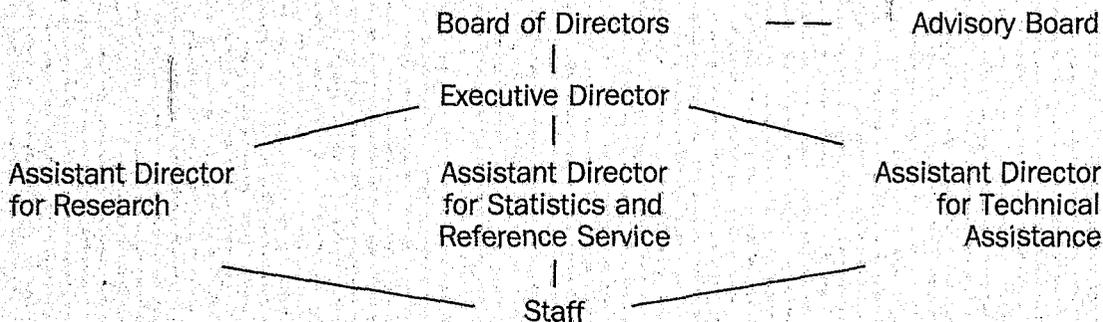
In 1982, Governor Hughes asked the Committee on Criminal Justice and Public Protection of the National Governors' Association (NGA) to discuss the issue of violence and extremism against religious, racial and ethnic groups. Specifically, he asked the Committee staff to review the efforts and recommendations of the Maryland Task Force on Violence and Extremism, in particular, the recommendation to establish an Institute for the Prevention and Control of Violence and Extremism. Furthermore, he asked the staff to advise on the feasibility of submitting a policy to the full NGA in support of the Institute. Subsequently, NGA staff met with the Maryland Task Force, reviewed materials relating to the subject, discussed the subject with the staffs of several Governors and other interested groups and issued a strong endorsement of the Maryland proposal. The staff observed: "Governor Hughes is to be commended for taking a giant step of leadership in this area of violence and extremism. His leadership could serve as an example for others in the federal and state governments who want to take action against these activities." The NGA at its Washington, D.C. winter meeting on February 28, 1984 voted unanimously to support the Institute.

Through the efforts of Speaker Benjamin Cardin of the Maryland General Assembly, this proposal was also presented to the National Conference of State Legislators.

On the basis of these findings and the Task Force's assessment of the current lack of efforts to remedy this situation, Governor Harry Hughes committed the State of Maryland to providing \$200,000 per year for a three-year period to provide seed dollars for an Institute for the Prevention and Control of Violence and Extremism (renamed the National Institute Against Prejudice and Violence).

## National Institute Against Prejudice and Violence

The Institute was created as a private entity incorporated in the State of Maryland and approved by the Internal Revenue Service as a tax exempt, non-profit educational organization (501(c) (3)) on January 31, 1984. The Institute was organized as follows:



Since its inception two years ago, Governor Hughes and the General Assembly of Maryland have honored their commitment to the Institute. In July 1986, the third and final grant was presented to the Institute.

The Institute is located at the University of Maryland School of Social Work and Community Planning, 525 West Redwood Street, Room 2E37, Baltimore, Maryland 21201.

Under the leadership of the University of Maryland Board of Regents and its President, John S. Toll, the Institute has found fertile ground in which to flourish and grow. The University, from the beginning, has provided technical assistance, research and in-kind contributions that have been invaluable components to the Institute present and future, particularly in having the Institute physically located in one of its graduate schools.

The national search for the Board of Directors resulted in the creation of a board of exceptional and committed individuals from every part of the country.

*The original Board members were:*

*Birch E. Bayh, Chairman—Washington, D.C.  
Stanley Sollins, Vice Chairman—Baltimore, MD  
Benjamin R. Civiletti—Washington, D.C.  
Richard N. Goldman—San Francisco, CA  
Mari-Luci Jaramillo—Albuquerque, NM  
Juanita Jackson Mitchell—Baltimore, MD  
Terry Sanford—Durham, NC  
Benjamin Ward—New York, NY  
Minoru Yasui—Denver, CO*

Senator Birch Bayh continues to serve as Chairman of the Board. Through his diligence and caring, he has led the Institute through its formation to its first National Conference on September 15 and 16, 1986. Held in Crystal City, Virginia, the Conference attracted 260 participants from thirty states across the country.

The Task Force, at this point, sadly acknowledges the death of one of the founding members, Minoru Yasui.

*The major functions of the Institute are:*

*Clearinghouse—collect, analyze and disseminate data on hate incidents and information about programs of prevention and response.*

*Research—study causes, perpetrators, victims, and communities to gain insight into the problem to enable agencies to establish effective programs of prevention and response.*

*Response—provide technical assistance to communities which are targets.*

*Program and Policy—educate citizens, provide a forum for information exchange among experts, conduct training, analyze and draft model legislation.*

If there are any questions regarding the Institute, you may contact the staff at (301) 528-5170.

## ... Voices of reason in Md.

Maryland is living up to its Free State nickname with open, balanced discussions such as a special conference on violence and extremism yesterday at the airport's Holiday Inn.

The entire hierarchy of state government—Governor, Attorney General and state legislators—took part in a day-long meeting aimed at anticipating and combating an increase in bigotry and violence, attitudes and actions so pathetically predictable in economically depressed times.

Just as the Ku Klux Klan and other extremist groups found fertile breeding ground in the Depression, government leaders and sociologists fear a similar groundswell in the near future as employment grows, crime remains prevalent and quick solutions distant. Rather than offer simplistic answers, it is reassuring to see Maryland leaders speak out with force and candor.

Evening Sun

## Task force strives for equal justice

Equal justice for all—that's the purpose of the Governor's Task Force on Violence and Extremism, Robert F. Sweeney, chief judge of the District Court of Maryland, told a group of 50 Frederick County and board of education officials Tuesday.

Sweeney, who volunteered to serve on the task force when it began in 1981, said most "of the evil today is hatred of human beings" based on ethnic, religious or racial reasons. He added that "terrorism is a result of bigotry turned to violence. Terrorism is insane and cowardly attacks that are reactions to grievances . . . that have gone unresolved."

The chief judge, like the other members of the task force, are out to educate the public on learning to "love thy neighbor" and put an end to the racial tensions that are prevalent today.

THE NEWS, Frederick, Md.

## CONCLUSIONS AND RECOMMENDATIONS

In establishing the format for the final report, the decision was made to omit a separate section on State Government even though the Governor's first charge to the Task Force was:

- (1) *Assess the internal structure of Maryland State Government to make certain the State does not condone or tolerate acts of intimidation or bigotry.*

In its first meeting in 1981, the Task Force developed a letter to all cabinet secretaries and heads of agencies to request their assessments for its review. Every segment of government responded. We were presented with affirmative action plans, desegregation plans and programs, samples of policies and procedures and encouraging words of support as the work of the Task Force began.

Against this backdrop of volumes of paper, it became obvious that this process of heightening awareness and making certain that government was doing everything it could do both in prevention and reaction had to occur in structured and appropriate environments.

These past pages have provided the documentation on the courses taken by the Governor's Task Force on Violence and Extremism to help state government better serve the citizens of Maryland.

Every initiative or change undertaken by the Task Force was from the State's perspective—whether it was to create a National Institute because our State and other states did not have necessary resources available or to encourage local grassroot programs because the state perceived that local participation and leadership was of more value.

The Governor's Task Force on Violence and Extremism, as an entity of Maryland State Government, will cease to exist on January 21, 1987.

According to Maryland Law a Task Force may exist for one year and any continuation of its existence must be approved by the Governor. Each year since its inception in 1981, the Task Force has submitted an annual report to the Governor with a request for continuance for another year. Each year that request was granted.

Most of the procedures, programs, educational tools and legal issues that have been presented in this report have been implemented or resolved. In voting to sunset the Task Force co-terminous with Governor Hughes' term of office, the Task Force is keenly aware that all of the problems are not resolved, that incidents are still occurring and that the need for government leadership still exists.

Therefore, the Task Force is recommending the following:

- (1) *A State entity should be designated as the on-going coordinating agency for State government.* This assignment could be given to the State Human Relations Commission or the Criminal Justice Coordinating Council. If neither of these is deemed appropriate, consideration could be given to the creation of a Coordinating Council of existing state officials that could meet periodically to address current problems and to monitor Maryland State Government to make certain the policies, procedures and programs do not condone these racially, religiously or ethnically motivated acts of intimidation or violence.

## Conclusions and Recommendations

(2) The Task Force voted at its last meeting to recommend clarifying changes to the 1981 Incident Reporting Law. A member of the Task Force, State Senator Barbara Hoffman, offered to pre-file the bill in the General Assembly for the 1987 Session of the General Assembly of Maryland. *The task force recommends its adoption by the General Assembly.*

(3) The Coalition Opposed to Violence and Extremism (COVE), the organization which approached the Governor in 1981, continues to exist. Throughout these past six years there has been a close working relationship with the coalition and its leadership. It is a viable organization that has as its members the leadership of private organizations and local government. It has a good network and would be of invaluable assistance to State government. At its last meeting, the Task Force encouraged the continued cooperation between the State Police and COVE, particularly in the area of public education and local prevention efforts. COVE has participated in the past with local law enforcement and community and human relations organizations to either prevent these incidents or to help local communities respond in an appropriate fashion when an incident occurred. *The Task Force recommends this continued cooperation.*

(4) Through 1981, the Task Force witnessed the struggle of public officials in determining the correct course of action when incidents occurred in their jurisdictions. Torn between concern that speaking out and condemning these actions might inflame the situation and concern that silence condones, Maryland's public officials chose the latter course—that silence condones. Throughout this six year period, Maryland's public officials have made clear public statements that these acts are unacceptable in their jurisdictions and have encouraged their constituents to send that message clearly to the perpetrators. *The Task Force strongly recommends this course of action in the future for Maryland public officials, business leaders, religious leaders and educators.*

The Governor's Task Force on Violence and Extremism has been privileged and honored to serve the State of Maryland. Collectively and individually we hope our existence has made a difference in the lives of the citizens of our State—how we feel about each other and how we treat one another. The words of The Honorable Harry Hughes, Governor of the State of Maryland is an appropriate ending to our report:

"All of us must reflect seriously on what bigotry and intimidation do: They diminish all of us."

# Civil Rights Update

UNITED STATES COMMISSION ON  
CIVIL RIGHTS

## Human Rights Resources

May 1986

Volume 2, Number 5

Quarterly letter of the Human Rights Resource Center



"Keeping Watch  
on Hate Groups"

## KLANWATCH Intelligence Report

December 1985

A PROJECT OF THE  
400 WASHINGTON CENTER

## Keep Vignet

VOCATIONAL EDUCATION

EQUITY PROGRAM

PENNSYLVANIA DEPARTMENT OF EDUCATION

FEBRUARY-MARCH 1985

## NEW PERSPECTIVES

## NEAR EAST REPORT

WASHINGTON WEEKLY C

## NCCJOUR

Newsletter of the National Conference of

Suite 1A • Baltim

NATIONAL INSTITUTE AGAINST PREJUDICE & VIOLENCE

# FORUM

APRIL 1986

VOL. 1 NO. 1

RESOURCES

## General Organizations:

### National Institute Against Prejudice and Violence

525 West Redwood Street  
Room 2E37  
Baltimore, Maryland 21201

### National Association for the Advancement of Colored People

4805 Mount Hope Drive  
Baltimore, Maryland 21215

### Anti-Defamation League of B'nai B'rith

1640 Rhode Island Avenue, N.W.  
Washington, D.C. 20036

### U.S. Department of Justice

Community Relations Service  
U.S. Customs House, Room 309  
Philadelphia, Pennsylvania 19106

### U.S. Commission on Civil Rights

Mid-Atlantic Regional Office  
1121 Vermont Avenue  
Room 710

Washington, D.C. 20425

### Coalition Opposed to Violence and Extremism

Suite 208  
101 West Mount Royal Avenue  
Baltimore, Maryland 21201

## Organizations with Special Expertise

### The American Friends Service Committee

317 East 25th Street  
Baltimore, Maryland 21218

### Association of Independent Maryland Schools

c/o The Park School  
Old Court Road  
Brooklandville, Maryland 21022

### The American Jewish Committee

165 East 56th Street  
New York, New York 10022

### American Jewish Congress

D.C. Office  
2027 Massachusetts Avenue, N.W.  
Washington, D.C. 20036

### Baltimore City Community Relations Commission

100 North Eutaw Street  
Baltimore, Maryland 21201

### Baltimore Jewish Council

Suite 208  
101 West Mount Royal Avenue  
Baltimore, Maryland 21201

### Baltimore National Lawyers Guild

Box 1245  
Baltimore, Maryland 21218

### Catholic League for Religious and Civil Rights

Washington Chapter  
Suite 852  
1435 G Street, N.W.  
Washington, D.C. 20005

### Commission on Civil Rights

239 City Hall  
Minneapolis, Minnesota 55415

### Council on Interracial Books for Children

1841 Broadway  
New York, New York 10023

### The Commonwealth of Massachusetts

Commission Against Discrimination  
1 Ashburton Place  
Boston, Massachusetts 02108

### Commission on Religious, Racial and Ethnic Harassment

State House  
Providence, Rhode Island 02902

### Delaware County CHR

302 S. Jackson Street  
Media, Pennsylvania 19063

### Department of Social and Economic Justice

The United Methodist Building  
100 Maryland Avenue, N.E.  
Washington, D.C. 20002

### DuBuque Human Rights Commission

c/o City Hall  
13th and Central  
DuBuque, Iowa 52001

### Federal Bureau of Investigation

7142 Ambassador Road  
Baltimore, Maryland 21207

### The Ford Foundation

320 East 43rd Street  
New York, New York 10017

*Resources*

**Fair Housing Center**  
Toledo, Ohio 43610

**The Federation of Jewish Women's Organizations of Maryland**  
2 Windsong Court  
Baltimore, Maryland 21208

**Federal Law Enforcement Training Center**  
Glynco, Georgia 31524

**The General Commission on Religion and Race**

The United Methodist Church  
110 Maryland Avenue, N.E.  
Box 48  
Washington, D.C. 20002

**Human Relations Resource Center**  
1450 Lucas Valley Road  
San Rafael, California 94903

**Idaho Human Rights Commission**  
450 West State  
Boise, Idaho 83720

**Institute for Urban and Minority Education**  
Teachers College, Columbia University  
New York, New York, 10027

**Jewish Community Council**  
15222 K Street, N.W.  
Washington, D.C. 20005

**Juvenile Justice Advisory Committee**  
201 West Preston Street, Third Floor  
Baltimore, Maryland 21201

**Klanwatch**  
P.O. Box 548  
Montgomery, Alabama 36101

**Louisville and Jefferson County Human Relations Commission**  
200 South Seventh Street  
Suite 120  
Louisville, Kentucky 40202

**The Maryland Catholic Conference**  
309 Cathedral Street  
Baltimore, Maryland 21201

**Muslim Charities Institute of Islamic Technology**  
8775 Cloudleap Court  
Columbia, Maryland 21045

**Maryland Human Relations Commission**  
20 East Franklin Street  
Baltimore, Maryland 21202

**Maryland State Bar Association**  
207 East Redwood Street  
Suite 905  
Baltimore, Maryland 21202

**National Anti-Klan Network**  
1346 Connecticut Avenue, N.W.  
Room 1013  
Washington, D.C. 20036

**National Conference of Christians and Jews**  
311 Cathedral Street  
Baltimore, Maryland 21201

**National Criminal Justice Reference Service**  
Box 6000  
Rockville, Maryland 20850

**National Council of Jewish Women, Inc.**  
Baltimore Section  
7241 Park Heights Avenue  
Baltimore, Maryland 21208

**National Council of Jewish Women**  
15 East 26th Street  
New York, New York 10010

**National Coalition for Quality Integrated Education**  
1201 16th Street, N.W.  
Room 416  
Washington, D.C. 20036

**National Governors' Association**  
Committee on Criminal Justice and Public Protection  
444 North Capitol Street  
Washington, D.C. 20001

**National Gay and Lesbian Task Force**  
1517 U Street, N.W.  
Washington, D.C. 20009

**National Institute of Justice**  
633 Indiana Avenue  
Washington, D.C. 20531

**National Lawyers Guild**  
D.C. Chapter  
P.O. Box 370  
Upper Marlboro, Maryland 20772

**National Lawyers Guild**  
G.W. Chapter  
National Law Center  
George Washington University  
2000 H Street, N.W.  
Bacon Hall, SBA Office, Third Floor  
Washington, D.C. 20052

**National Organization of Black Law Enforcement Executives**  
8401 Corporate Drive  
Suite 360  
Landover, Maryland 20785

**Nova Scotia Human Rights Commission**  
P.O. Box 221  
Third Floor, Lord Nelson Arcade  
B3J3C4

**Orlando Crime Prevention Commission**  
Suite 765, CNA Tower  
255 South Orange Avenue  
Orlando, Florida 32801

**Organization of Pan Asian American Women**

1111 Maple Avenue  
Rockville, Maryland 20851

**Pennsylvania Human Relations Commission**

101 South Second Street  
Suite 300  
Harrisburg, Pennsylvania 17101

**Pioneer Women, NA'AMAT**

Anne Frank Chapter  
3612 Fords Lane, Apartment F  
Baltimore, Maryland 21215

**Rhode Island Coalition Against Bigotry**  
National Conference of Christians and Jews

141 Wayland Avenue  
Providence, Rhode Island 02906

**Rutgers University School of Law**

15 Washington Street  
Newark, New Jersey 07102

**Sussex County Community Action Agency, Inc.**

P.O. Box 431  
Georgetown, Delaware 19947

**Task Force on Media and Terrorism**  
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Princeton, New Jersey 08544

**University of Illinois College of Law**  
Law Library  
504 East Pennsylvania Avenue  
Champaign, Illinois 61820

**University of Maryland College Park**  
Office of Human Relations Programs  
Room 1114 Main Administration Building

College Park, Maryland 20742

**University of Maryland**

School of Social Work and Community Planning

525 West Redwood Street  
Baltimore, Maryland 21201

**United Synagogue of America**

Seaboard Region, U.S.A.  
420 University Boulevard East  
Silver Spring, Maryland 20901

**U.S. Department of Justice**

Community Relations Service  
Room 370G

5550 Friendship  
Chevy Chase, Maryland 20815

**U.S. Department of Justice**

Community Relations  
1275 Market Street  
San Francisco, California 94103

**U.S. Department of Justice**

Community Relations  
915 Second Avenue

Room 1898  
Seattle, Washington 98174

**YWCA Racial Justice Resource and Training Center**

128 West Franklin Street  
Baltimore, Maryland 21201

## Publications

### Special Publications:

#### A CIVIL RIGHTS AGENDA:

May 1981, Report of the Maryland Statewide Civil Rights Leadership Conference held June 26, 1980.  
U.S. Civil Rights Commission  
1121 Vermont Avenue  
Washington, D.C. 20425

#### A SYNOPSIS THE COMMUNITY RELATIONS SERVICE:

U.S. Department of Justice  
Superintendent of Documents  
U.S. Government Printing Office  
Washington, D.C. 20402

#### CONNECTICUT GOVERNOR'S TASK FORCE ON RACIAL HARMONY STATUS REPORT:

March 1982  
State of Connecticut  
Commission on Human Rights and Opportunities  
90 Washington Street  
Hartford, Connecticut 06115

#### THE ETHNOVIOLENCE PROJECT:

Report on Pilot Study on Impact on Racial, Religious, and Ethnic Violence  
National Institute Against Prejudice and Violence

525 West Redwood Street  
Baltimore, Maryland 21201

#### EQUITY STUDY:

Anne Arundel County Board of Education  
Robert C. Rice  
Superintendent of Schools  
Anne Arundel County Public Schools  
Annapolis, Maryland 21401

#### FIRST OFFENDER:

September, 1982 Newsletter  
Juvenile Services Administration

#### THE KU KLUX KLAN ITS IDEOLOGY OF HATE AND VIOLENCE:

August 3, 1981  
Dr. Samuel L. Banks, Coordinator  
The Office of Social Studies, DICM  
Baltimore City Public Schools

#### PREJUDICE AND VIOLENCE:

An Annotated Bibliography of Selected Materials on Racial, Religious and Ethnic Violence and Intimidation  
National Institute Against Prejudice and Violence  
525 West Redwood Street  
Baltimore, Maryland 21201

#### A POLICY FRAMEWORK FOR RACIAL JUSTICE:

Joint Center for Political Studies, Inc.  
Suite 400  
1301 Pennsylvania Avenue, N.W.  
Washington, D.C. 20004

#### SOUTHERN EXPOSURE/MARK OF THE BEAST:

Magazine, Summer 1986  
Southern Exposure  
P.O. Box 531  
Durham, North Carolina 27702

#### SPECIAL REPORT; THE KKK A HISTORY OF RACISM AND VIOLENCE:

Klan Watch  
The Southern Poverty Law Center  
1001 South Hull Street  
Montgomery, Alabama 36101

#### STRIKING BACK AT BIGOTRY:

Remedies Under Federal and State Law for Violence Motivated by Racial, Religious and Ethnic Violence  
National Institute Against Prejudice and Violence

525 West Redwood Street  
Baltimore, Maryland 21201

#### VIOLENCE, THE KKK AND THE STRUGGLE FOR EQUALITY:

An Information and Instructional Kit  
(The Connecticut Education Association, The Council on Interracial Books for Children, and the National Education Association)

Carol Gerson  
Graphic Design  
1346 Connecticut Avenue, N.W.  
Room 1013  
Washington, D.C. 20036

**WHITE HOUSE OFFICE OF POLICY  
INFORMATION ISSUE UPDATE:**

August, 1983

**WOODROW WILSON SCHOOL OF  
PUBLIC AND INTERNATIONAL AFFAIRS:**

May, 1982

Final Report of the Task Force on The  
Media and Terrorism

Woodrow Wilson School

Princeton University

Princeton, New Jersey

**Periodicals:**

**ADC TIMES:**

Newsletter of the American-Arab Anti-  
Discrimination Committee

1731 Connecticut Avenue, N.W.

Suite 400

Washington, D.C. 20009

**AFFIRMATIVELY SPEAKING:**

Harford County Human Relations  
Commission Newsletter

106 South Hickory Avenue

Bel Air, Maryland 21017

**AUDIT OF ANTI-SEMITIC INCIDENTS:**

Anti-Defamation League of B'nai B'rith

823 United Nations Plaza

New York, New York 10017

**BALTIMORE HEBREW ORGANIZATION  
BULLETIN:**

7401 Park Heights Avenue

Baltimore, Maryland 21208

**BALTIMORE JEWISH COUNCIL  
BULLETIN:**

101 West Mount Royal Avenue

Baltimore, Maryland 21201

**BETH ISAAC ADATH ISRAEL**

**CONGREGATION NEWSLETTER:**

4398 Crest Heights Road

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**CROSS-SECTION:**

Newsletter

Office of Human Relations Programs

University of Maryland

Room 1114, Main Administration

Building

College Park, Maryland 20742

**THE EQUITY TIMES:**

State Department of Education

Office of Equal Opportunity

200 West Baltimore Street

Baltimore, Maryland 21201

**FORUM:**

National Institute Against Prejudice and  
Violence

525 West Redwood Street

Baltimore, Maryland 21201

**HUMAN RIGHTS RESOURCES:**

Newsletter

Human Rights Resource Center

1450 Lucas Valley Road

San Rafael, California, 94903

**KLAN WATCH:**

The Southern Poverty Law Center

1001 South Hull Street

Montgomery, Alabama 36101

**NCCJ JOURNAL:**

Newsletter

National Conference of Christians and  
Jews

Maryland Region

311 Cathedral Street, Suite 1A

Baltimore, Maryland 21201

**NEAR EAST REPORT:**

Washington Weekly on American Policy  
in the Middle East

500 No. Capitol Street, N.W.

Washington, D.C. 20001

**PERSPECTIVE:**

U.S. Commission on Civil Rights

Washington, D.C. 20425

**RECORD:**

Maryland State Board of Higher

Education

16 Francis Street

Annapolis, Maryland 21401

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