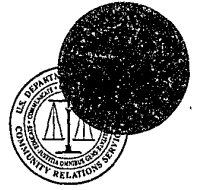


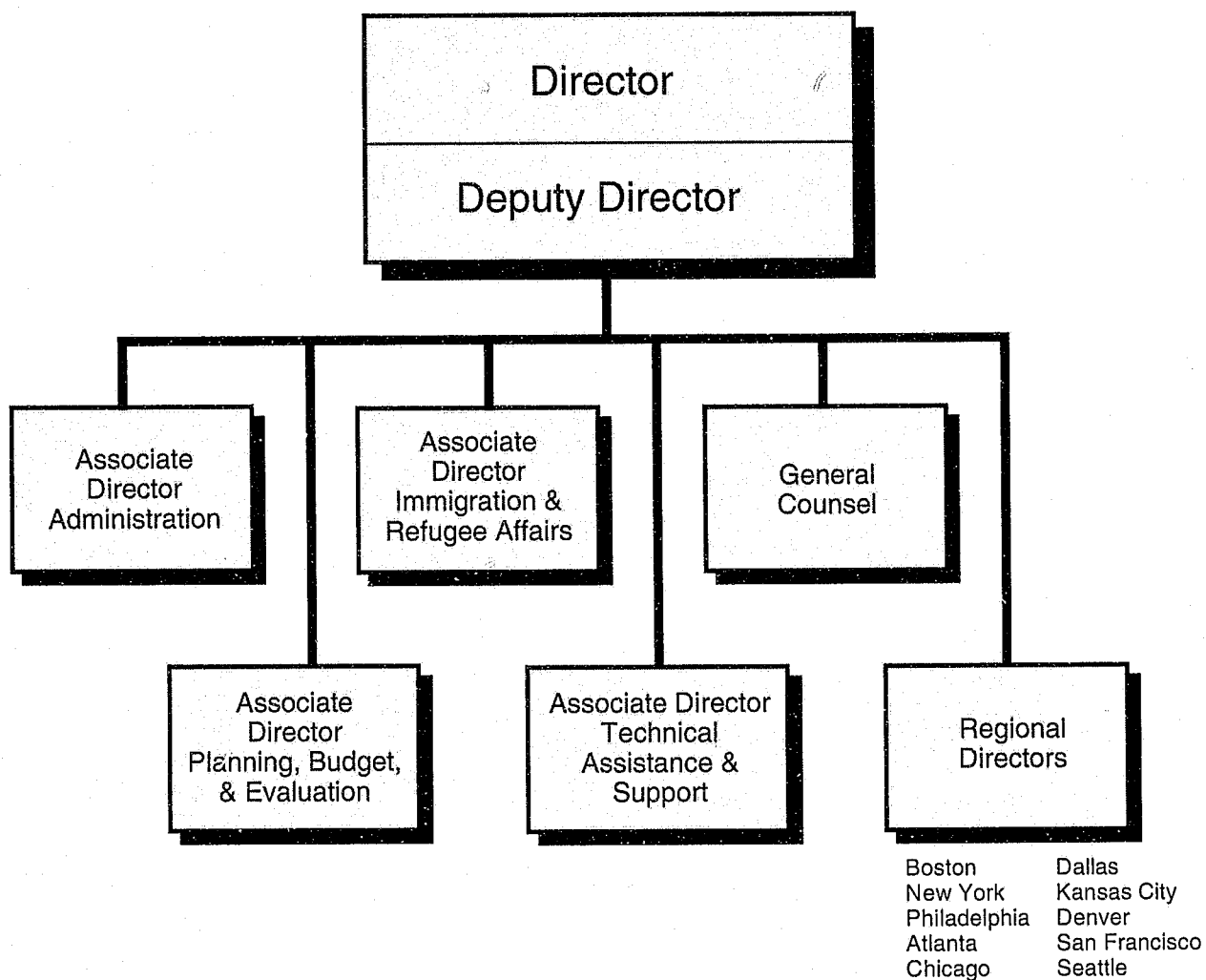
U.S. Department of Justice
Community Relations Service



The Annual Report of the Community Relations Service



CRS Organizational Chart



Cover Photo by Ellen Powers, CRS
Haitian refugee boat with Haitians still on board at dockside.

The Annual Report of the Community Relations Service

149315

U.S. Department of Justice
National Institute of Justice

This document has been reproduced exactly as received from the person or organization originating it. Points of view or opinions stated in this document are those of the authors and do not necessarily represent the official position or policies of the National Institute of Justice.

Permission to reproduce this ~~copyrighted~~ material has been granted by

Public Domain/Community
Relations Service/ DOJ

to the National Criminal Justice Reference Service (NCJRS).

Further reproduction outside of the NCJRS system requires permission of the ~~copyright~~ owner.

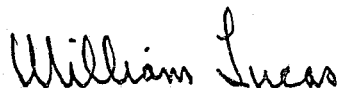


**To the Senate and House of Representatives
of the United States of America in Congress Assembled:**

With this statement I transmit a report on the activities of the Community Relations Service (CRS) of the U.S. Department of Justice for Fiscal Year 1992. This report is required by Section 100 of the Civil Rights Act of 1964 (P.L. 88-352), and by Reorganization Plan No. 1 of 1966, as revised by 28 C.F.R. 0.30(b).

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

Respectfully submitted,

A handwritten signature in cursive script that reads "William Lucas".

William Lucas
Acting Director

Director's Foreword



William Lucas

CRS had an extremely active year in FY 1992 in providing racial conflict prevention and resolution services and in resettling an unprecedented number of Haitian entrants following the September 1991 coup in Haiti.

CRS provided conflict resolution assistance and facilitated disaster relief assistance to minority communities in partnership with the Federal Emergency Management Agency in Florida in the aftermath of Hurricane Andrew. CRS also facilitated peaceful and orderly demonstrations during both the Democratic and Republican national political conventions in New York City and in Houston, Texas. The trademark of CRS' Cuban and Haitian entrant resettlement operations are its careful and sensitive attention to the special needs of alien families and unaccompanied children.

At its inception, CRS assisted communities facing conflicts related to desegregation of schools, public facilities, and accommodations to peacefully implement the Civil Rights Act of 1964. As we approach the 21st century, the Nation faces the prospect of increasing racial tension associated with the impact of greater diversity in our schools, neighborhoods, and communities, and a continuing and growing flow of immigrants.

In order to support a national effort to ease these tensions and facilitate an accommodation to a more diverse populace, CRS is reassessing its present operations and determining the most effective way of maximizing its impact. CRS undertook, under my direction, an effort to seek an internal consensus on its long-term purpose, expansion of its vision within the CRS mandate, and development of strategies to increase its effectiveness and responsiveness to the Nation's needs. CRS is also concurrently developing a professional staff development capability to support the implementation of the strategies to respond to national racial problems.

CRS played a major mediation role in a number of communities around the country in diffusing potentially explosive situations. Among the hundreds of conflicts addressed by CRS this year was the aftermath of the riots in Los Angeles, California, following the verdict in the case of the four Los Angeles Police Officers accused of beating Rodney King. CRS also responded to a variety of conflicts across the country involving Native Americans protesting the 500th anniversary of the arrival of Columbus and the use of Native American team names by major league professional ball clubs. In particular, CRS averted violence between Native Americans, Italian Americans, and Denver, Colorado, police officers, when the Native Americans attempted to halt the annual Columbus Day Parade in October 1991.

This report provides an overview of the CRS services provided during FY 1992 following CRS' long and distinguished history of providing a unique linkage between the Federal Government and increasingly diverse communities.

Sincerely,

William Lucas

William Lucas
Acting Director

Table of Contents

CRS Organization Chart	inside cover
Transmittal Letter	i
Director's Foreword	ii
Executive Summary	1
CRS Mission and Funding	2
Mission	2
Funding	2
Significant Activities in FY 1992	3
Los Angeles Operation Repair and Rebuild	3
Haitian Resettlement Crisis	4
Cuban Rafters	5
Interagency Agreements and Cooperation	5
Community Policing/Weed and Seed	6
Summary of FY 1992 Activities and Accomplishments	7
Conflict Resolution Workload	7
Administration of Justice	7
Education	8
General Community Relations	9
Regional Conflict Resolution Activities	10
Immigration and Refugee Assistance Activities	23
Cuban/Haitian Entrant Program	23
Unaccompanied Minors Program and Alien Family Shelter Care	25
Management Improvements	26
Community Relations Service Offices	27

Executive Summary

During FY 1992, the Community Relations Service's (CRS) programs sought to reduce tensions and conflicts based on race, color, or national origin; and provide outplacement and medical and mental health services to Mariel Cubans, and resettlement services to Cuban and Haitian nationals paroled from detention by the Immigration and Naturalization Service (INS).

CRS Regional and Field Offices, with a combined staff of 66, in FY 1992 alerted 2,117 incidents (alerts) based on race, color, and national origin and 1,700 calls to CRS' 1-800-347-HATE toll-free hotline including reports of incidents involving sexual orientation and religion. In FY 1991 and FY 1990, CRS alerted 1,935 and 2,195 similar incidents respectively. The 2,117 FY 1992 alerts are accounted for in the following service area categories (a number of alerts are counted in more than one service category):

FY 1992 Administration of Justice (AOJ) alerts numbered 844, of which 325 were related to police-community relations, 252 to excessive use of force, 41 to corrections, and 226 to general AOJ issues.

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

FY 1992 Education (ED) alerts numbered 536: 25 school desegregation disputes, 268 elementary and secondary school disputes, 104 higher education disputes, and 139 general.

- In FY 1991, CRS recorded 81 incidents involving institutions of higher education, representing a 27 percent decline from the 111 incidents recorded in FY 1990.

FY 1992 General Community Relations (GCR) alerts numbered 1,526: 523 interracial confrontations (fights, attacks, harassment, cross-burnings, etc.), 77 community disorders (riots, vandalism, etc.), 130 employment and recruitment, 123 demonstrations, 122 housing/land use/construction/urban planning, 54 voting rights/representation, 32 health/environment/natural resources, 13 transportation, 11 revenue sharing, and 441 general.

The number of GCR alerts increased 33 percent from 1,043 in FY 1991 to 1,526 in FY 1992. In FY 1990 there were 1,287 similar alerts. In FY 1992, CRS staff alerted 523 alerts of interracial confrontations, involving fights, attacks, harassment, and cross-burnings. There were also 54 alerts of voting rights violations and representation disputes based on race, color, or national origin.

- CRS staff alerted 385 incidents of potential conflict involving hate violence or harassment in FY 1991 and 546 in FY 1990.

In FY 1992, CRS received 1,700 calls on its toll-free hotline set up to receive reports on incidents of hate violence based on race, color, national origin, sexual orientation, and religion.

CRS resettled 10,747 Haitians from Guantanamo Bay, Cuba, 428 of whom were unaccompanied minors. Of those resettled, approximately 75 percent were resettled in Florida and 25 percent outside of Florida. In addition to CRS' Guantanamo Haitian operation, CRS also provided primary and secondary resettlement services to 2,632 Cubans and Haitians in FY 1992 who directly entered South Florida via rafts and boats. In FY 1991 CRS had provided similar services to 2,810 Cuban and Haitians who arrived in Florida.

In FY 1992, CRS outplaced 507 Mariel Cuban ex-offenders: 435 through halfway house programs, and 72 through the family sponsorship program. Through an interagency agreement with the Public Health Service, an additional 218 Mariel Cubans were outplaced through PHS community-based mental health treatment halfway house programs. The number of individuals served in FY 1992 was almost unchanged from FY 1991.

CRS Mission and Funding

Mission

The Community Relations Service (CRS) was established by Title X of the Civil Rights Act of 1964. The law was subsequently modified under 5 U.S.C. 903; by Reorganization Plan No. 1 of 1966, transferring CRS to the Department of Justice.

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

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

CRS fulfills this mandate through the work of conciliation specialists in 10 Regional and three Field Offices. CRS assists in resolving conflicts at the request of local officials, representatives of community organizations, and other members of the public; on refer-

ral by Federal District Courts; or on its own volition, based upon independent reports of tension or conflict.

CRS' second major responsibility is to provide assistance to Cubans and Haitians arriving in the United States since 1980, as authorized by Title V of the Refugee Education Assistance Act of 1980 (8 U.S.C. 1522), and Executive Order 12341 of January 21, 1982, transferring these services from the Department of Health and Human Services to the Department of Justice.

CRS provides outplacement services, resettlement assistance, and medical and mental health care services to Mariel Cuban ex-offenders paroled from Immigration and Naturalization Service (INS) and Bureau of Prisons (BOP) institutions and from an inpatient mental health hospital. Also, CRS provides inpatient medical and mental health care to seriously mentally ill and mentally retarded Mariel Cubans in INS custody.

With respect to Cuban and Haitian nationals in Federal custody at INS' Krome Special Processing Center, Miami, Florida, CRS provides medical and mental health care. CRS provides resettlement assistance to Cuban and Haitian nationals paroled by the INS for humanitarian reasons from the Krome Special Processing Center. By providing for orderly placement and resettlement of Cuban and Haitians, CRS seeks

to reduce the possibility of community conflicts, to ensure public safety, and to reduce the impact on public resources. CRS fulfills these responsibilities, and provides other humanitarian refugee assistance at the request of the Attorney General through its Office of Immigration and Refugee Affairs.

Funding

In FY 1992, CRS had financial resources totaling \$57,283,349 available for its operations. Of this sum, \$9,448,000 was allotted to the prevention and conciliation of community disputes, and \$47,835,349 was assigned to the reception, care, and processing of Cuban and Haitian entrants. Nearly all of the conflict resolution funding — 97 percent — was derived from FY 1992 appropriations, while Cuban and Haitian entrant activities were supported primarily through reimbursable funding. The Immigration and Naturalization Service provided \$16 million to support the resettlement of Haitian entrants. Overall, appropriated funding accounted for \$27,343,000 of funding; reimbursable funding amounted to \$23,198,600; and \$6,741,749 was carried forward from prior year accounts to support Cuban and Haitian entrant activities.

Significant Activities in FY 1992

Los Angeles Operation Repair and Rebuild (LAORR)

CRS staff had been on-site before the Los Angeles Riots began and immediately engaged in the delicate, strenuous, and urgent process of easing racial tension the moment it occurred, forging a climate which would lend itself to the healing process. CRS' Los Angeles Operation-Repair and Rebuild (LAORR) activity assisted the Presidential Task Force and provided continued assistance to law enforcement, elected officials, and community leaders in South Central Los Angeles and the Greater Los Angeles Area.

LAORR assessed tension and the likelihood of recurring conflict from the first hours following the acquittal of the Los Angeles Police Officers accused of beating Rodney King. CRS staff worked closely with the Federal Emergency Management's Disaster Application Centers when they opened to serve victims, by providing liaison services between the centers and Black, Hispanic, and Korean victims. CRS staff served as key linkages between gangs and law enforcement, bringing the support of community leaders, identifying and building common bonds between the parties, and providing recommendations to officials for supporting these efforts. CRS was present throughout the Los Angeles area as many groups held demonstrations and counter demonstration to voice concern, dissatisfaction, or protest of disaster services, including perceived discrimination in the rebuilding process and racial issues. Staff also assisted the Los Angeles Unified School District in developing and training crisis response teams in its schools.



Former CRS Director Grace Flores Hughes (left) presented a Special Appreciation Award to Olivia Mitchell, Director, Office of Youth Development Los Angeles Mayor's Office (Center), who gave up her personal office to CRS staff to be used as a command center for conflict resolution activities following the Los Angeles Riots. Also presenting the award was Senior Conciliation Specialist Vermont McKinney from the Western Regional Office who headed CRS' on-site conflict resolution activities in Los Angeles.

Photo: CRS Staff



Senior Conciliation Specialist John Terronez (second from right) participates in a meeting of the Union de Comerciantes Latinos Afectados y Afiliados (UCLAA) and the community organization Hermandad Mexicana Nacional in Los Angeles, California, following riots sparked by the acquittal of defendants in the beating of Rodney King. CRS facilitated communication between Federal disaster relief agencies and the Union, whose members perceived that these agencies were treating Hispanics unfairly.

Photo: CRS Staff

Haitian Resettlement Crisis

In FY 1992, Community Relations Service played an integral role in the Department's response to the unprecedented numbers of Haitians fleeing Haiti after the September 30, 1991, coup. Under Title V of the Refugee Education Assistance Act of 1980 (8 U.S.C. 1522) and by Executive Order 12341, CRS was responsible for providing placement and resettlement assistance to those Haitians approved for entry into the United States.

CRS resettled 10,747 Haitians released from Guantanamo Bay, Cuba, 428 of whom were unaccompanied minors. Of those resettled, approximately 75 percent were resettled in Florida and 25 percent outside of Florida. CRS established grants and cooperative agreements with voluntary agencies for provision of shelter care, child welfare, and resettlement services with family members. For those Haitians who did not have family members in the United States, CRS' grantees administered resettlement programs in New Jersey, New York, Massachusetts, Connecticut, California, Nevada, Oregon, and New Mexico.

CRS played a major role in reducing tensions and concerns among Haitians at Guantanamo Bay regarding on-site operations and the Federal Government's policy towards the Haitians. CRS reduced community tensions and concerns in Miami regarding Federal Government operations, including the resettlement of screened-in entrants who were evaluated by INS as suitable for pursuing political asylum, and provided technical assistance to Florida State and local government officials and the voluntary sector regarding Federal Government policy and CRS resettlement activities.

CRS Senior Program Specialist Miriam Lawson escorts two Haitian unaccompanied minors on a tour of the U.S. Catholic Conference resettlement center in Jackson, Mississippi.

Photo: Orin McCrae, CRS



Deputy Director Jeffrey L. Weiss gets refreshments for two small Haitian children in one of the temporary shelter tents at the Guantanamo Naval Base in Cuba.

Photo: CRS Staff





Senior Program Specialist Miriam Lawson from the Miami Field Office (seated, center) and temporary Immigration and Refugee Affairs employee Marcy Strazer, who served as a Creole translator, brief unaccompanied Haitian minors upon their arrival at the U.S. Catholic Conference resettlement center in Jackson, Mississippi.

Photo: Orin McCrae, CRS



Associate Director for the Office of Immigration and Refugee Affairs Kenneth Leutbecker (center, squatting) talks with Haitian Unaccompanied Minors in the Miami International Airport. Other CRS staff are: Amy Dale (left), Thomas Battles (left with back to camera), and Miriam Lawson (seated facing Leutbecker).

Photo: CRS Staff

Cuban Rafters

In FY 1992, the number of Cubans entering South Florida via rafts and boats continued at a high level not experienced since the 1980 Mariel Boatlift. CRS provided resettlement assistance to the majority of the 2,455 Cubans interdicted by the Coast Guard in FY 1992. In September 1992 alone — a month when raft arrivals usually decrease due to the hurricane season — more than 400 Cubans arrived on rafts and boats. This figure was 40 percent higher than September 1991. If the economic and social conditions in Cuba continue to deteriorate, CRS projects that these numbers will continue to increase.

Interagency Agreements and Cooperation

CRS entered into a memorandum of understanding with the Defense Equal Opportunity Management Institute (DEOMI) to work cooperatively to develop a Cultural Sensitivity Training Instrument designed to reduce racial conflicts associated with the disparity in incarceration rates between minority and majority populations. CRS and DEOMI also plan to develop a Racial Tension Reduction Model outlining proactive and reactive steps which military and community leaders may follow to identify, prevent, and reduce racial conflict. Also, CRS and DEOMI studied the feasibility of using the Military Equal Opportunity Climate Survey, a tool for military commanders to assess the equal opportunity climate of their organizations, for adaptation to State and local police forces.

In FY 1992, CRS entered into an agreement with the Hispanic American Police Command Officers Association

(HAPCOA) to address racial and ethnic conflict and to improve relationships between Hispanic communities and local police departments. Under this agreement CRS and HAPCOA provided training to Hispanics who were recent arrivals in the United States and served as a liaison with concerned police agencies by including them in the training. This effort was aimed at increasing communication and lessening racial tension in Washington, D.C., Chicago, Houston, and Miami.

Community Policing/ Weed and Seed

CRS was very active in bringing together law enforcement executives to discuss the development of community oriented policing activities in its regions. Major conferences were held, for example, in Connecticut, Massachusetts, Missouri, and Oregon and were attended by hundreds of chiefs of police and command officers. CRS was also very active in the Department's Weed and Seed efforts, often serving as a liaison between governmental agencies and the communities in which the program would be implemented. These major activities augmented on-going CRS assistance provided to law enforcement departments across the United States on an individual basis.

CRS also assisted the Federal Law Enforcement Training Centers in Glynnco, Georgia, and Artesia, New Mexico, in developing a training curriculum on hate and bias crime.



CRS, which entered into an interagency agreement with HAPCOA in FY 1992, exhibited with the Department of Justice EEO staff at the Hispanic American Police Command Officers Association (HAPCOA) conference in Dallas, Texas. Pictured at the booth are: (left to right) Acting Director William Lucas, Conciliation Specialist Efrain Martinez, Doralia Freudiger, Department of Justice EEO Staff, and Southwest Regional Director Gilbert Chavez.

Photo: CRS Staff

Summary of FY 1992 Activities and Accomplishments

Conflict Resolution Workload

In FY 1992 CRS alerted 3,817 incidents based on race, color, and national origin, including 1,700 calls to CRS' 1-800-347-HATE toll-free hotline. Hotline calls also include reports of incidents based on sexual orientation and religion, but which are currently outside of CRS' conflict resolution jurisdiction.

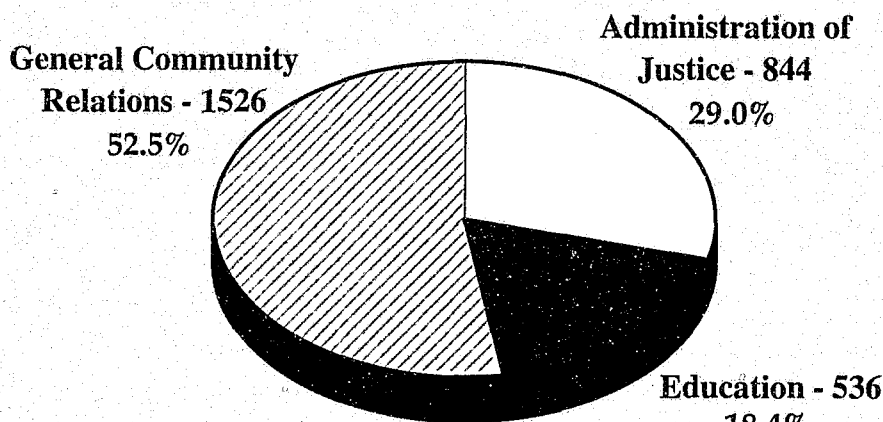
CRS' racial conflict resolution activities are divided into three categories: outreach, conciliation services, and immigration and refugee liaison services.

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

also conduct outreach with communities in which no specific racial incident may have occurred, but which are interested in receiving a CRS briefing or preventive training before an incident occurs. CRS conflict resolution staff also provide liaison assistance in support of CRS' immigration and refugee humanitarian and resettlement services.

CRS' case management philosophy emphasizes case impact on the community rather than case volume in order to maximize CRS' limited financial and human resources. What this means is that CRS will: (1) identify racial and ethnic conflicts; (2) systematically assess and identify those conflicts having the greatest community significance; and (3) provide services where they will have the most impact.

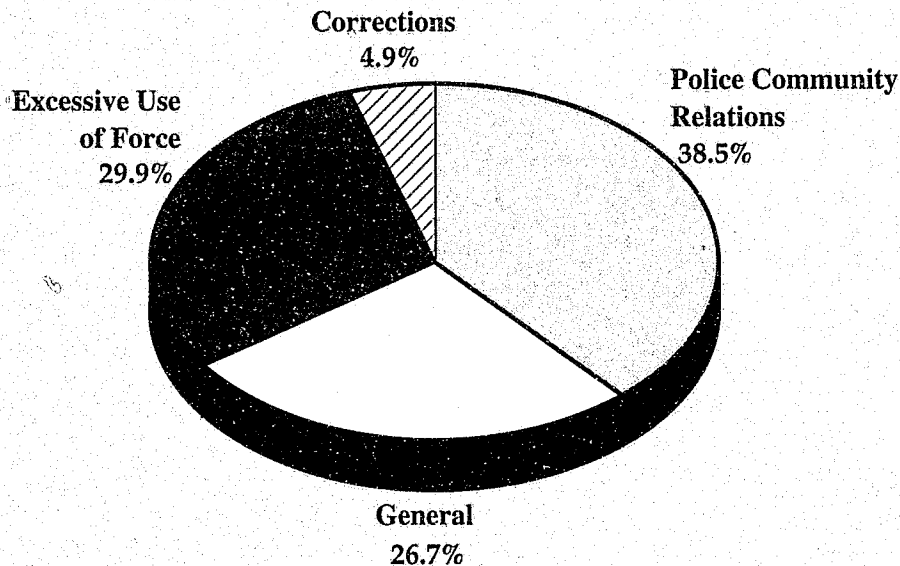
**CRS Alerts by Service Area
FY 1992**



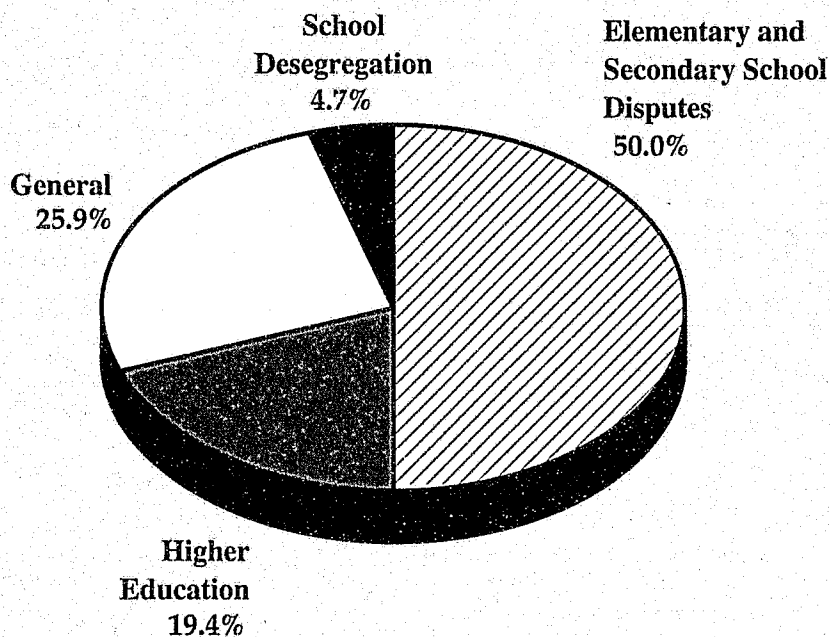
Administration of Justice

CRS' conciliation services in the area of Administration of Justice are directed at resolving conflicts arising from actual or perceived discrimination in the way law enforcement is administered. CRS' efforts enhance communication between minority communities and law enforcement agencies. Specific activities in administration of justice include: assisting police departments and citizens to reach agreements on effective systems for cooperative relations between the police and the community, resolving disputes resulting from allegations of excessive use of force by police officers, and resolving disputes arising from perceptions of disparate treatment within correctional institutions.

Administration of Justice Alerts Service Area - FY 1992



Education Alerts Service Area - FY 1992



Education

CRS conciliation services in Education are directed at resolving conflicts arising from actual or perceived inequalities in the distribution of educational services to members of the Nation's communities. CRS addresses these conflicts at every level of the educational system: elementary, secondary, and higher education.

CRS casework reflects factors that appeared to contribute to racial tension in higher education. These factors include conflicts over college funding for programs and services targeted at intergroup relations, controversy over balancing free speech protection and assuring student safety and security, financial aid for minority students, faculty recruitment and tenure issues, "politically correct" positions on racial and ethnic questions, and Afrocentric and other racial and ethnic programs and studies.

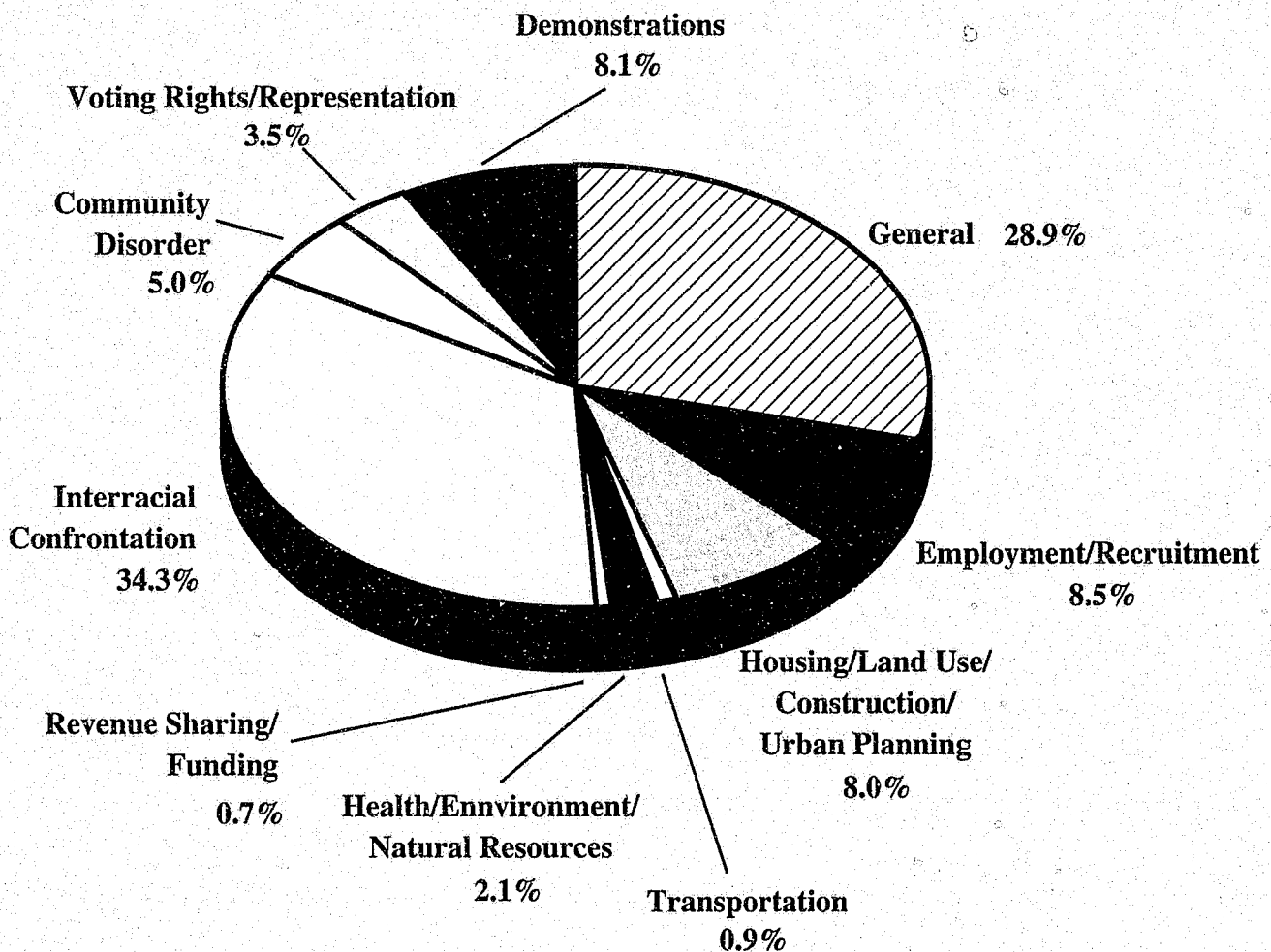
Activities that conciliation specialists perform include training secondary school faculty and students on the establishment of student conciliation teams, working with institutions of higher education to assess the level of on-campus racial tension, and providing technical assistance to school officials,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

General Community Relations

CRS General Community Relations services focus on preventing or resolving perceived interracial conflict and community disorder over issues

such as voting rights and redistricting, employment, housing, and land and water rights. Community disorder is a category of major disturbance frequently involving high racial tension coupled with public demonstrations, violence, and police activity.

General Community Relations Alerts Service Area - FY 1992



Regional Conflict Resolution Activities

Region I — The New England Region

Administration of Justice

The New England Region accelerated its mediation and conciliation efforts with Police Departments throughout New England in the aftermath of the national attention devoted to Los Angeles and the events surrounding Rodney King's arrest and the riots subsequent to the jury's acquittal verdict. Thirty-two reports of alleged excessive use of force were reported to the New England Region. The New England Region's resources focused on three strategies: leadership by police chiefs, mediation or conciliation of specific conflicts in individual communities, and training programs for police.

In September 1992, the New England Region convened the major urban police chiefs of Massachusetts and Connecticut on separate occasions for a one-day executive seminar on reducing distrust between police and minority residents.

CRS mediation and conciliation efforts were effective in resolving police-community conflicts in Norwalk, and Waterbury, Connecticut; Providence, Rhode Island; and Somerville and Lawrence, Massachusetts. Training was provided to police recruits at the Agawam Training Academy in Massachusetts; to mid-level police officials from Somerville, Cambridge, and Boston in conjunction with the Massachusetts Attorney General and the Massachusetts Association of Police Chiefs; and to police officials assigned to hate crime



In March 1992, Senior Conciliation Specialist Larry Turner (standing) and Conciliation Specialist Ada Montare (seated) facilitated a Black/Hispanic Forum at the Alton Jones Campus of the University of Rhode Island.

Photo: Providence American

investigations such as in Plymouth and Westwood, Massachusetts.

Hate Activity. Hate activity and its consequences continued to be a major priority even though the specific reports to CRS of hate-related incidents declined in New England. The New England Region has been active in the effort to: improve the understanding of the Hate Crimes Statistics Act; foster better coordination and cooperation among the agencies and groups who need to work together to address hate activity; and provide CRS conciliation assistance in major incidents of hate-related crimes.

Among the New England Region's activities for addressing hate crime were: co-sponsoring a two-day training program for each New England State with the FBI in January 1992 on the implementation of the Hate Crimes Statistics Act; participating on the

Governor of Massachusetts Hate Crimes Task Force; sponsoring a one-day seminar in February 1992 of all State and local Human Rights Commissions in New England; distributing of CRS' new publication "Avoiding Racial Conflict: A Guide for Municipalities"; participating in a Massachusetts Statewide Conference organized by the Governor's Hate Crimes Task Force; and training workshops for police, school officials and community leaders regarding hate crimes.

Crime in the Southeast Asian Community. The Southeast Asian community experienced an upsurge in crimes, especially home invasions, which required renewed efforts to build better relations between the law enforcement community and Southeast Asian leaders. CRS convened a successful July 1991 Conference in

which law enforcement officials and Southeast Asian leaders from 15 municipalities with significant Asian populations came together to propose solutions to these problems. Building on that success, the New England Regional Office, with the support of the Providence, Rhode Island, Police Department, the Providence Indo-Chinese Advocacy Project, and the U.S. Office of Refugee Resettlement, an agency of the U.S. Department of Health and Human Services, convened police officials, Asian leaders and community gang workers for a two-day Conference on September 30 and October 1, 1992. More than 100 participants discussed conflicts between the Asian community and law enforcement officials and shared information regarding model programs and strategies for responding to Asian gang activity and reducing distrust between police and Asian leaders.

Corrections. On May 20, 1991, following a melee between Black and Hispanic inmates at the Carl Robinson Correctional Institution (CRCI), Enfield, Connecticut, the Connecticut Commissioner of Corrections requested CRS assistance in reducing the racial conflict at the prison. CRS concluded its successful conciliation assistance with the completion of three phases of CRS response: (1) an on-site assessment by a four-person CRS team during the week of May 27, 1991, in which racial tension-breeding factors were identified and corrective actions taken; (2) a two-day training program conducted by a three-person CRS team from July 31-August 1, 1992, for 17 managers at the CRCI in the knowledge and use of racial conflict management and racial conflict reduction skills and procedures; and (3) a four-day training program for the Department of Corrections trainers and CRCI correctional officers

scheduled for November 19-22, 1992, on multi-cultural issues and conflict resolution skills in responding to racial conflicts.

Education

CRS conciliation and prevention activities addressed the continuing racial conflicts in schools at both the secondary level and in higher education. CRS mediated racial conflicts in Randolph, Massachusetts, following a number of racial incidents in the school and after football games; in Somerville, Massachusetts, to resolve charges of discrimination by the Haitian community; and in Lawrence, Massachusetts, following the contention by Hispanic leaders that education funds were being diverted from schools due to the high number of Hispanics in the Lawrence schools. CRS participated as a cosponsor with the U.S. Departments of Education, Labor, and Health and Human Services, along with local school systems throughout New England in the Seventh Annual New England Education Conference on issues adversely affecting the provision of education services such as violence, discrimination, drugs, gangs, and drop-outs. CRS conducted a workshop entitled "Management of Racial Conflict and Violence in the Schools."

General Community Relations

CRS successfully mediated conflicts between Asians and the Quincy, Massachusetts, Housing Authority, and racial conflicts in the Somerville, Massachusetts, and the West Haven, Connecticut, public housing authorities.

CRS mediation assistance was requested in July 1990 to resolve a conflict between refugee advocates and

the Rhode Island Court System regarding the lack of an adequate interpreter program, which allegedly led to discrimination and miscarriage of justice to the refugee community, especially to Southeast Asians. One of the results of CRS mediation was the formation of an Interpreter Task Force composed of court officials, refugees, and refugee advocates. On December 11-13, 1991, the Interpreter Task Force sponsored the "First Rhode Island Colloquia on Interpreting in the Courts" attended by more than 180 court officials and minority leaders. CRS contributed to a session for interpreters on conflict and conducted a session on court interpreters and what the Rhode Island Court System and the refugee advocates had accomplished through CRS mediation. CRS also helped facilitate a workshop involving 30 Rhode Island Supreme Court and Municipal Court Judges on court interpreters.

Region II — The Northeast Region

Administration of Justice

Community reactions to police actions dominate case work in Region II. Even before the acquittal of the four White police officers allegedly accused of the Rodney King beating in Los Angeles, requests for cultural awareness, mediation and community oriented policing training abounded — the requests since then have soared. An old concept, community oriented policing, has now re-surfaced and communities have adapted it to their own particular use.

Requests for assistance in the formation, development, and implementa-



tion of Human Relations Commission are increasing as communities look inward for ways to resolve their own conflicts. Perhaps the most disturbing statistic is the apparent rise in hate related crimes in jurisdictions in this region. During FY 1992, hate literature was found at high schools, college campuses, and suburban shopping centers while vandalism of synagogues and the appearance of racial epithets and graffiti increased.

Crown Heights, New York City, New York. Racial tension arose between Dominicans in Crown Heights and New York City police after a Dominican was killed by a White police officer. As a result, there were three days of disturbances in Crown Heights. CRS offered technical assistance and support, and provided rumor control information.

CRS/New Jersey Memorandum Of Understanding. In June, 1992, in Newark, New Jersey, CRS signed a memorandum of understanding with the State of New Jersey to establish a cooperative effort to conduct cultural awareness training, to respond to community racial disputes and incidents based on race, color, and national origin, and to train state personnel in associated issues. This

document is the first of its type in the country and portends to be the wave of the future.

Law Enforcement Conference.

In September 1992, CRS hosted a conference on Law Enforcement Issues of the 90's. Two hundred law enforcement personnel from across New Jersey attended, including State Attorney General Robert Del Tufo, and U.S. Attorney Michael Chertoff. Issues discussed included community oriented policing, police and the media, and excessive use of force.

Education

Homicides and conflicts in public high schools between historically conflicting groups — White and Black — have been superseded by confrontations between Black/Hispanic-Black/Asian, Hispanic, and others. CRS has assisted many schools with adopting student response teams as a viable method to reduce tension and promote leadership among peers.

The trend for the Northeast Region seem to be an increase in school confrontations.

In July 1992, CRS provided on-site racial conflict resolution with a multi-regional team that assembled at the Belmar Chamber of Commerce for the Black fraternities Greekfest in Belmar, New Jersey (above, right). The beach at which the fraternities met is separated from the White community by only a boardwalk and a two-lane street, which caused concern about the potential for racial conflict.

Photos: William Lucas, CRS

Black Greek Fest in Belmar, New Jersey. CRS responded to racial tensions in Belmar, New Jersey, after a rock concert resulted in allegations of racial discrimination by minorities against the police and it was announced that thousands of Black college students would appear July 10, 1992, for their annual celebration. An inter-regional team, including the Acting National Director, was on-site and was credited with reducing racial tension, coordinating law enforcement efforts, mediating disputes between students and police, and assisting in the development of contingency plans.

General Community Relations

Native American issues, the emergence of disputes regarding promotion and assignment of Black firefighters, and continued emphasis on police training remain salient in the Northeast Region.

Region III — The Mid-Atlantic Region

During FY 1992, the Mid-Atlantic Regional Office filed 267 alerts, a 15 percent increase over FY 1991. Conciliation services were extended in more than 120 cases to more than 75 cities and towns in the Region. A range of mediation, training, and technical assistance services were provided by the staff to public agencies, institutions and organizations, fully reflecting the diverse racial and ethnic composition of the Mid-Atlantic communities.

Administration of Justice

Although more and more cities in the Mid-Atlantic Region are realizing the benefits of police-community cooperation by relying heavily on effective community policing models, CRS conflict resolution services were still required. In a number of communities, including Philadelphia, Pennsylvania; Washington, D.C.; Logan County,

West Virginia; and, Hanover, Pennsylvania, CRS responded to community racial tensions over such issues as police use of force, patrol practices, and civilian complaint procedures. CRS also addressed tensions between police agencies and Hispanic communities in cities in Central Pennsylvania and other areas, often prompted by language difficulties and cross-cultural misunderstandings. In West Virginia, CRS conducted the first cultural diversity and community relations training program ever offered to West Virginia sheriffs, following reports of negative interaction between local sheriffs and minority citizens in a number of counties. In Morgantown, West Virginia, CRS joined with the U.S. Attorney's office in conducting a two-day training program for police executives and commanders in police-community relations, following apparent increases in community tensions over police use of force.

Aftermath of Rodney King Trial Verdict. The stability of communities throughout the Region was tested following the announcement of the verdict in the trial of the four Los Angeles police officers accused of beating

Rodney King and subsequent disturbances in Los Angeles. To the credit of both public officials and community leaders, little violence occurred in the Mid-Atlantic States and there is now a determined effort to apply the important lessons learned in Los Angeles.

INS and Maryland DMV Inspection Stations. In Baltimore, Maryland, CRS mediated conflict between the Baltimore District Office of the Immigration and Naturalization Service (INS), Governor's Commission on Hispanic Affairs, and Maryland Department of Motor Vehicles (DMV) over issues of INS activities at DMV inspection stations.

Department of Justice and Mount Pleasant Neighborhood in Washington, D.C. CRS brought together officials of the Department's Office of Justice Programs and Office of Juvenile Justice and Delinquency Prevention with staff of the Latin American Youth Center, which resulted in support by the Department for the center's efforts to curb racial youth conflict and violence in the Mount Pleasant neighborhood, the site of serious disturbances in May 1991.



Deputy Director Jeffrey L. Weiss (center) and Mid-Atlantic Conciliation Specialist Judith Kruger (3rd from right, back row) with Orr Elementary School administrators and faculty that completed racial conflict mediation training at the main U.S. Department of Justice Building in Washington, D.C. Orr Elementary School is the Community Relations Service's "adopted" school for voluntary assistance.

Photo: Daryl Borgquist, CRS

Corrections. In McKean County, Pennsylvania, CRS assisted the Federal Bureau of Prisons warden and local officials in overcoming conflict associated with the settlement of minority correctional officials in that community.

Drug Trafficking In Housing Projects. In Chester, Pennsylvania, CRS conducted a special assessment of community tensions associated with police response to drug trafficking in the housing authority developments at the request of the Regional Office of the U.S. Department of Housing and Urban Development.

Hate Group Activity. Organized hate group activity in the Region appears to have increased over the past year. There was an increase in the number of marches and assemblies conducted by the Ku Klux Klan and Skinhead organizations. CRS provided help to mayors, police chiefs, and community leaders in a number of Regional communities, including Elkton and Ocean City, Maryland; and Bangor, Erie, and Williamsport, Pennsylvania. CRS mediated differences between minority groups and officials over permitting public Klan events, advised on the development of appropriate contingency plans and arrangements to provide adequate protection to demonstrators and counter-demonstrators alike, and recommended ways to reduce the prospect of violence. An apparent rise in Skinhead activity in a number of suburban counties in Eastern Pennsylvania prompted CRS to develop and offer a workshop to police and other officials on community responses to conflicts involving such groups.

Education

Increased interracial and interethnic violence among youth was evident in some secondary and elementary public schools in the Region. CRS responded with programs to build awareness of and skills in conflict resolution and mediation. CRS conducted conflict resolution skills training workshops with high school students in Columbia, Pennsylvania, and Elkton, Maryland, after disturbances led to school closings and early dismissals. Following serious tensions, CRS helped Salisbury, Maryland, administrators, faculty, and students develop an assessment process to diagnose racial problems before they escalated.

When Talbot County, Maryland, schools experienced student racial tensions, CRS provided technical assistance to three schools (elementary, middle, and high school) aimed at the development of a pilot mediation program which will be implemented for all schools in the county. In Washington, D.C., administrators and faculty of the Orr Elementary School, a school the Department of Justice "adopted" as part of its voluntary Legal Advocates In Education Program, were trained in conflict resolution and readied to prepare students as mediators in playground, classroom, and hallway disputes. In Washington, D.C., CRS joined other national school conflict resolution experts in a U.S. Office of Education consultation on teaching conflict resolution in elementary schools.

Youth and Shopping Mall

Conflict. In a related conflict arena, CRS responded to several requests for assistance from shopping center officials following conflicts between minority youth and security officers. In one case, CRS established effective channels of communication between Hispanic youth and mall personnel. To promote the application of this model elsewhere, CRS regional staff addressed members of the International Council of Shopping Centers at its national conference.

Justice Department Weed and Seed Program. CRS collaborated with other Federal Agencies in implementing the conflict resolution program in Weed and Seed targeted areas. In Philadelphia, Pennsylvania, CRS staff lent support to the Department's Weed and Seed Program by conducting a 16-hour training program in teamworking and conflict resolution for Weed and Seed police officers, their commanders, community workers, and the U.S. Attorney's Office.

General Community Relations

In Talbot County, Maryland, CRS helped county officials and minority employees reach agreement on an implementation plan for a U.S. District Court decree addressing workplace racial discrimination.



CRS' Hurricane Andrew Disaster Relief Team for Miami, Florida. The team, headed by Southeast Regional Director Ozell Sutton (seated 3rd from right, front row), consisted of interregional CRS staff and temporary local hires representing a broad cross-section of multiracial and multiethnic population of Miami.

Photo: CRS Staff

Region IV — The Southeast Region

Hurricane Andrew Recovery Operations. In September 1992, a CRS team provided conflict resolution assistance to prevent or resolve disputes or difficulties regarding perceptions of inequitable delivery of assistance and services between minority citizens and disaster relief agencies in the Miami area. CRS prepared a proposal requested by the Federal Emergency Management Agency for Disaster Recovery Teams directed towards the minority community, particularly Cubans and Haitians resettled from Guantanamo Bay who were unlikely to avail themselves of the tent facilities established by the military. The proposed teams included a Public Health Service doctor or nurse. This proposal was accepted and will continue through the first quarter of FY 1993.

Administration of Justice

Police Training. CRS provided training in cultural awareness for a number of police departments in FY 1992, including Del Ray Beach, Florida, and Milledgeville and Morrow, Georgia.

Lozano Trial. On January 16, 1989, a Black male motorcyclist was fatally shot by a Miami Police Officer. The cyclist's passenger also died in the ensuing accident. The Police Officer was tried and convicted on two counts of manslaughter. The Florida State Court of Appeals ordered a new trial with a change of venue. The new trial, set to begin in October 1992, will be held in Tallahassee, Florida. CRS worked with community leaders, city and State officials, and police officers in developing contingency plans to avoid civil disturbances during and

after the trial. In July, CRS presented its civil disorder model, developed in Los Angeles, California, to a meeting of all Florida urban law enforcement agencies.

Louisville, Kentucky. CRS worked with community leaders and city and police officials to reduce tension and prevent violence in Louisville, Kentucky, during the week of June 8, 1992. From June 9-12, 1992, six Black youths were on trial for the random beating of White citizens. Racial tension developed and it was feared that if the youths were convicted, a racial disruption would occur. CRS assessed the racial climate and with community leaders and officials, initiated contingency planning and rumor control to prevent or limit potential violence.

Education

Mediation of Cheerleading Dispute. CRS mediated a dispute with the potential for racial conflict in La Grange, Georgia, which began when the high school and community became polarized when no Black females were selected for the La Grange High School cheerleading squad. Blacks picketed football games and threatened to ask the Black football players to leave the team. Other issues that were in conflict included allegations of overcrowded school buses, outdated school books, and discriminatory student placement programs. CRS mediated an agreement resulting in establishment of a city human relations commission, opening the cheerleading program more to Blacks — including Saturday training for Blacks to successfully compete with White students who attended summer cheerleaders camps, and a review of the placement program and school bus assignments.

General Community Relations

Black students from the Atlanta University Center protested the presence of the Confederate symbol on the State flag by burning the flag on the steps of the State Capitol. The Georgia State flag was officially changed in 1956 to include the Confederate symbol, which has remained a very sensitive issue with Blacks. CRS intervened in this conflict by establishing a dialogue between the students and the State Governor. As a result of these talks, the Governor has announced plans to ask the next session of the State Legislature to remove the Confederate symbol from the flag.

Region V — The Midwest Region

Administration of Justice

The Midwest Regional Office initiated a police executive seminars training program for chiefs of police and police commanders in a variety of police-community relations subjects such as community oriented policing, citizen complaint systems, use of force, and cultural diversity. CRS joined the University of Illinois at Chicago in a one-week executive seminar for the Chicago Police Department which focused on community oriented policing, cultural diversity, and police response to major civil disorders. A similar executive seminar is scheduled for Indiana chiefs of police in November 1992.

Cultural Diversity Training.

CRS conducted an eight-hour training program in cultural diversity for the Benton Harbor, Michigan, Police Department. Complaints of police service in the Black community prompted the training request from the city government. CRS and several Illinois chiefs of police proposed the inclusion of a cultural diversity curriculum in the State-mandated training for police recruits.

Civilian Review Boards. CRS' conciliation efforts in resolving minority community grievances about the citizen complaint system in Youngstown, Ohio, concluded with the passage of a city ordinance establishing a citizen review board. The board will hear and adjudicate citizen complaints of police behavior. CRS advised the newly appointed board members in developing operational policies and

procedures and provided a one-day training program in handling citizen complaints.

Police-Community Crisis.

Circumstances similar to those in Los Angeles prompted CRS' intervention in a police-community crisis in Cairo, Illinois. The trial of a White police officer who had shot and killed a Black male was transferred to another county with a predominately White population. City officials and community leaders feared an acquittal would trigger community unrest. CRS worked with a coalition of community representatives in establishing a rumor control center and preparing citizens to serve as crisis intervenors.

Racial Tensions in Minneapolis, Minnesota, Police Department.

Following the distribution of racially antagonistic letters in the Minneapolis, Minnesota, Police Department, members of the Minneapolis Black Officers' Association complained of racial discrimination and animosity in the police department. Through CRS' mediation efforts the chief of police and Association representatives reached an agreement on improving race relations and employment opportunities for minority police officers.

Education

Fights between Black and White students at Olivet College in Olivet, Michigan, led to a request by the college president for CRS services in easing racial tensions and resolving race relations issues on the campus. The Black students threatened to leave the college. A mediated agreement was reached between Black students and the college which provided for changes in the student disciplinary procedure and campus security and for additional

minority faculty and staff members, multicultural curriculum, and a Black student meeting place.

General Community Relations

CRS, and State and local human rights agencies in Minnesota held a hate crimes seminar for chiefs of police, community organizations, and State legislators. The seminar was prompted by reactions to a U.S. Supreme Court decision which overturned a St. Paul ordinance banning cross burnings. The court decision had raised concerns about increases in hate crimes and created ambiguities about local law enforcement's response to such crimes. The seminar addressed these issues and provided more general information about bias-motivated crimes.

Region VI — The Southwest Region

In the Southwest Region, perceptions of discriminatory practices have continued to be the prevailing issue. The perceptions cover a range of issues in the areas of excessive use of force, employment discrimination, voting rights, discriminatory lending, housing discrimination, and disputes in all levels of educational institutions. The Southwest Region has also provided technical assistance to community groups and municipal governments regarding demonstration activity. In addition the Southwest Region assisted demonstrators and city officials during the Republican National Convention held in Houston, Texas.

Administration of Justice

Excessive Use of Force.

Excessive use of force continues to be one of the most volatile areas throughout the Southwest Region. CRS has mediated excessive use of force issues in Shreveport, Louisiana; New Orleans, Louisiana; Little Rock, Arkansas; in addition to Texas, Oklahoma and New Mexico. The majority of the allegations of excessive use of force were by Hispanics and Blacks. In Oklahoma, CRS has been very instrumental in assisting the Native Americans and the law enforcement community address issues of excessive use of force.

Education

The Southwest Region has also been actively involved in mediating disputes in higher education institutions, as well as in elementary and secondary schools, in Louisiana, Oklahoma, New Mexico, and Texas. CRS is presently mediating five court-referred cases involving disparate treatment of minority students in the State of Arkansas.

General Community Relations

Lending Practices. The Southwest Region has mediated several cases regarding perceptions of disparity in lending practices by banks. In each instance, CRS assisted the banks and a



Senior Conciliation Specialist Augustus Taylor (left) and Southwest Regional Director Gilbert Chavez check their radios at the demonstration site near the Houston Convention Center at the beginning of the Republican National Convention. CRS provided on-site racial conflict resolution services during both the Democratic and Republican National Conventions in 1992.

Photo: CRS Staff

cross-racial and ethnic segment of the community to develop guidelines and programs to address alleged disparities. An El Paso, Texas, case involving mediation of lending disparity can serve as a model for the Region in resolution of cases of perceived lending disparity.

Voting Rights. The Southwest Region is presently mediating five court-referred voting rights cases in Texas, Arkansas, and Louisiana. Following the 1990 census, minority communities throughout the Region were expecting redistricting and where they are not receiving it, they are petitioning the courts for relief.

Housing Discrimination. The Southwest Region is presently working with regional representatives of the U.S. Department of Housing and Urban Development, City of Vidor, Texas, area law enforcement officers, U. S. Marshals Service, and minority community leaders in an attempt to ensure a resolution to the hate activity resulting from Black families moving into a public housing project in Vidor. The Southwest Region has assumed a lead role in working with the law enforcement, community and municipal authorities, and the minority community.

Cross-Cultural Confrontations. CRS provided technical assistance and mediation services in the aftermath of a fatal shooting of a Black male by a Vietnamese business operator. The shooting created tension between the Asian and Black community. The tensions have been reduced and the two groups, with assistance from the Houston office, have entered into dialogue regarding understanding each others' culture. CRS also assisted the City of Shreveport, Louisiana, after the fatal shooting of a Black male by an Arabian business operator.

Aftermath of Los Angeles Riots.

The Southwest Region assumed a proactive posture and established communications with the Dallas, Texas, Mayor's office, police department and community groups during the Los Angeles riot. CRS staff involved government leaders, community leaders, youth, and the business community in dialogue sessions in an attempt to address problem areas and reduce racial tension.

Region VII — The Central Region

During FY 92, the Central Region worked on 201 cases. Of which, 45 percent were in General Community Relations, 36 percent were in Administration of Justice, and 19 percent were in Education. Almost half of the General Community Relations cases involved inter-racial confrontations. Problems in the area of police-community relations made up half of the Administration of Justice cases and school disputes made up the majority of Education cases.

Administration of Justice

In order to address the pressing issue of improving police-community relations, the Region convened a conference that attracted more than 100 police chiefs from Missouri, Iowa, Nebraska, and Kansas. St. Louis, Missouri, was chosen as the site of the conference. As a result of the conference, a forum in St. Louis County has been established, called the Ad Hoc Committee for Community Relations. The group includes the Board of

Governors for Law Enforcement Officials of Greater St. Louis. CRS is assisting the committee in developing ways to bridge communication gaps between law enforcement and county residents.

On April 11, 1992, a Gothenburg, Nebraska, police officer shot and killed an undocumented Hispanic male under alleged dubious circumstances. A Dawson County, Nebraska, Grand Jury later exonerated the officer of any wrongdoing. The Hispanic leadership of Nebraska closely monitored the situation and was critical of both the internal investigation and the grand jury's findings. CRS responded to the problem by bringing local Hispanic leaders and area law enforcement officials together to discuss ways to prevent this type of incident from occurring again and to improve police-community relations. As a result of CRS services, monthly police-community dialogues are taking place. Additionally, CRS trained area law enforcement officers in cross cultural diversity. Plans have been developed by local Hispanic leaders and law enforcement officials to train the new immigrants in local and State laws and in what is expected of them in various situations involving law enforcement.

Just before Labor Day weekend, the Missouri Chapter of the NAACP contacted CRS to tell them that Blacks in Bowling Green, Missouri, were being threatened with physical harm, and that violence could occur during the holiday. The alleged threats were a result of a fight between a Black male and several White males. CRS met with the FBI, law enforcement, and city officials to discuss the matter and possible responses to the alleged threats. Local law enforcement said they would be at or near a planned Black picnic, in case they were a target for attack. The

NAACP was also concerned that there could be some attacks on Blacks who would be attending an NAACP meeting to discuss the alleged threats. CRS worked with law enforcement to ensure that security would be near the meeting site. There were no major incidents during the weekend. City officials met with Black residents to discuss their concerns and to assure them that steps would be taken to prevent violence.

General Community Relations

The Central Regional Office monitored a celebration in Carthage, Missouri, that attracted approximately 30,000 Vietnamese from around the world. The celebration is in honor of young Vietnamese males entering the priesthood. Carthage is a predominantly White rural town with a population of about 12,000. The celebration is held there because a Vietnamese monastery is located in the city. CRS met with leaders of the monastery and law enforcement to discuss contingency plans for the event. The celebration has taken place for the last 17 years and the contingency plans have become well established. CRS was able to provide law enforcement officers with Vietnamese language aids that would enhance their ability to communicate with the participants. Approximately 12 law enforcement agencies lent assistance. Most of them were on hand to look for wanted Southeast Asian gang members who were thought to be attending the event. A few gang members were apprehended. There were no major incidents between local residents and the Vietnamese during the five-day celebration.

Region VIII — The Rocky Mountain Region

Racial conflicts arising out of the recruitment efforts of the Colorado Chapter of the Ku Klux Klan (KKK) continued to plague the Rocky Mountain Region in FY 1992. One of the KKK's rallies in Denver, Colorado, on the annual observance of Martin Luther King's birthday on January 20th, resulted in a major clash between minority residents, who were protesting the KKK, and police. CRS assistance to local officials in contingency planning in three other Colorado cities, including Fort Lewis College in Durango, resulted in non-violent events.

Administration of Justice

Responding to the increase in racial tension from the Ku Klux Klan's recruitment efforts and an increase in the reporting of bias crimes, CRS joined the Mountain States Coalition Against Malicious Harassment in bringing to Denver an official of the Klanwatch Project for a three-day series of educational meetings for law enforcement officers, clergy and community leaders on how to combat hate crimes and violence. CRS' racial conflict prevention efforts also included mediation services to four Colorado school districts that enacted anti-intimidation policies following reports of fights and racial slurs between students of different ethnic backgrounds.



CRS Deputy Director Jeffrey L. Weiss (center) was among the key Federal presenters on racial issues and community policing concepts at the Regional Police Chiefs Meeting in St. Louis, Missouri, in December 1991. Pictured from left to right are: Brian P. Carroll, Deputy Special Agent-in-Charge, FBI, Kansas City, Missouri; CRS Central Regional Director Atkins W. Warren; Weiss; James W. Nelson, Special Agent-in-Charge, FBI, St. Louis, Missouri; and James C. Esposito, Special Agent-in-Charge, FBI, Kansas City, Missouri.

Photo: Marianne Sanders, CRS

The Rocky Mountain Region also provided technical assistance to the police departments in Fort Collins and Denver, Colorado, as minority and non-minority citizens in these two cities debated over civilian review board legislation. Both cities enacted ordinances with civilian oversight after CRS provided expert consultant services. The emphasis on civilian oversight came after the riots in Los Angeles.

Based in part on lessons learned after the Los Angeles riots, CRS facilitated a series of meetings between Hispanic and Black leaders in Denver in an effort to ease tensions and bring the two communities closer together.

Education

CRS provided provided conflict resolution training to high school students in the region so that they could act as mediators in interracial conflicts. The regional staff also trained 21 minority leaders in the Denver metropolitan area on how to resolve community issues after a survey conducted by the Colorado Council of Mediation Organizations (CCMO) showed an absence of minorities providing mediation services.

General Community Relations

The bulk of the Regional services, continued to be channeled to the 26 Indian reservations in the six-State region on conflicts of jurisdiction and sovereignty between Indian and non-Indians. In South Dakota on the Pine Ridge Reservation, one of the country's poorest, CRS mediated an agreement between the governing board of the reservation's public radio station and a

group called Lakotans for Open Communications (LOC). The agreement ended a 180-day encampment by LOC outside the station and was mediated by CRS at the request of the tribal court. This site is not too far from Wounded Knee where the 20th anniversary of the 1973 takeover by the American Indian Movement (AIM) is expected to be observed in 1993.

In October 1991, AIM protested the upcoming 500th Anniversary of Christopher Columbus discovering the Americas. CRS negotiated an agreement at the very last minute in the street, narrowly averting serious violence. By the October 1992 celebration, CRS hopes to facilitate a another mediation agreement between AIM and the sponsors of the annual Columbus Day Parade that will avert potential violence. FY 1992 was the third year in which CRS was mediating an agreement between the two parties.

Region IX — The Western Region

The Western Region alerted 261 racial incidents, an increase of 22 percent more than in FY 1991. Also, from July 1991 through June 1992, the office worked on 27 mediation cases, in which 16 opened during this period. Increasingly, the Western Region has been developing complex multiparty, cross-cultural conflict cases, often involving new Asian or Hispanic refugee groups, that require an approach which consumes more staff time and greater skills.

Administration of Justice

In the first few days following the riots in Los Angeles, most of the Regional resources, as well as a significant portion of the Agency's national resources, were channeled into Operation Repair/Rebuild. There were also disturbances in the next few days in other Regional cities, which required our attention (notably San Francisco and Las Vegas), although on a much smaller scale.

CRS was a vital part of the Presidential Task Force which was created shortly after the riots following the acquittal of the Los Angeles Police officers accused of beating Rodney King. As a member of the Presidential Task Force, CRS provided technical assistance and training in the development and operation of Neighborhood Opportunity Centers, particularly efforts related to community input and participation, and served on the committees for the Weed and Seed Program.

CRS provided conflict resolution and mediation services in more than 40 cases after the civil unrest. These cases which fell into all of the program areas originally identified by CRS as needs to be addressed in Los Angeles are: economic revitalization, administration of justice, education, and Black/Korean and Latino relations.

Highlights of CRS work on issues which continued to be especially volatile and potentially explosive included:

- The gang truce in L.A. continued to be fragile, and there was great concern that a slight incident could set off renewed gang warfare. Continued CRS efforts focused on communication among gang leaders, police, and resident organizations.

- The issue of who would obtain contracts for clean up and construction work in South Central L.A. continued to be potentially explosive, especially if there was a perception of lack of equal opportunity for minorities to obtain this work. CRS made some inroads by mediating among parties on two construction sites.

- CRS, Los Angeles Unified School District, and L.A. County Mental Health formed a crisis response team to address potential racial conflicts and violence in schools by conducting tension reduction training in high risk schools. The team responded to five schools requesting post civil unrest assistance.

- CRS facilitated dialogue between representatives of Federal and State agencies and leaders of victims associations to resolve community concerns. CRS monitored protest demonstrations by Korean victims to provide conflict resolution services as needed.

- CRS worked with police officials and community leaders to address contingency planning in response to upcoming trials in the case of the Black males accused of beating White motorist Reginald Denny and the Federal prosecution of the four Los Angeles police officers acquitted of beating Rodney King.

On September 18, 1992, CRS convened a two-day conference of the Community/Law Enforcement Project facilitated by CRS in Los Angeles. Fifty representatives of the Black, Hispanic, and Asian communities met

with representatives of the Los Angeles, Long Beach, and Compton Police and the Los Angeles Sheriff's Department. Los Angeles Police Chief Willie Williams spoke to the group the first afternoon. (The first conference was convened by CRS on June 21 and 22, 1991, after the Rodney King incident.) CRS continued working with the four committees organized after the original conference — Training/Education, Use of Force, Civilian Complaint Procedures, and Recruitment/Promotion.

On August 31, 1992, at the Las Vegas Metro Police Department, a press conference was held to announce an agreement reached between the Police Community Relations Board and the department. Key points in the agreement mediated by CRS were: (1) ending the practice of "spread eagling" motorists on police car hoods during routine traffic stops; (2) citizens will constitute the majority on the police department's Use of Force Board; (3) quality assurance forms that citizens can use to praise or complain about police services were developed; (4) an early warning system was developed to identify and retrain officers who generate a high number of complaints; and (5) stricter criteria for labeling a person as a gang member and purging of a person's name from a gang file after two years of gang inactivity.

Education

Incidents of racial and ethnic violence at multicultural high schools have remained at an all-time high on secondary school campuses throughout the Region. CRS response to racial conflict at schools includes Student Problem Identification and Response Program (SPIR) and formation of student response teams. CRS also trained school staff in conflict resolution.

General Community Relations

This year the Western Regional Office conducted five CRS/Office of Refugee Resettlement joint conferences aimed at improving Southeast Asian-police relations. Four conferences were jointly hosted by Asian Advisory Committees (AAC) in Fresno, Sacramento and Westminster, California, and Phoenix, Arizona and a regionwide conference was held in Stockton, California, with a total of 720 participants, including representatives from 51 law enforcement agencies. There are now 20 AAC's and two are being developed. CRS worked with AAC's in Sacramento and Long Beach, California, on racially related violence.

Region X — The Northwest Region

Administration of Justice

The Northwest Regional Office is providing technical assistance in Seattle to the Law Enforcement Committee of the Asian/Pacific Islander Task Force on Gangs to prevent and respond to Asian gang violence. The primary objectives are to reestablish the Seattle Police Department's Asian/Pacific Islander Gang Unit and multilingual hotline and to assist local law enforcement agencies to recruit Asian and Pacific Islander Officers. The Committee is part of a 35 member task force which includes the Washington State Commission on Asian American Affairs, the Juvenile Division of King County Public Defenders, the Center for Career Alternatives, and various

other organizations. CRS is also assisting with recommendations for ongoing cultural sensitivity training for police officers, consultation with representatives from other districts, Asian and Pacific Islander recruitment efforts, and relations with the media.

Recent escalation of Asian gang violence has prompted officials and citizens to seek CRS assistance in helping to alleviate tension and prevent strife. A number of incidents have occurred over the past several months threatening the safety of Asian citizens: drive-by shootings, robberies, and homicides.

Community Oriented Policing.

CRS assisted the Portland Police Bureau in Portland, Oregon, by co-sponsoring the National Community Policing Conference, September 22-25, 1992. Nearly 600 civilian and police participants representing 35 states, Canada and Brazil attended.

In the State of Washington, CRS is assisting the Washington Community Oriented Policing Institute in addressing Community Policing efforts in several localities.

In June, the Northwest Region and the Portland, Oregon, Police Bureau cosponsored a conference on "Bridging the Gap: Community and Police Working Together." About 60 community and police leaders from Oregon and Washington discussed how police-community relations can be improved. Other sponsors included the Tacoma and King County, Washington, Police Departments and Urban Leagues of Seattle, Portland, and Tacoma. Invitations were extended to police and community leaders in Oregon, Alaska, Idaho, and Washington. The conference provided an opportunity to exchange information, explore the potential for similar problems in their communities, and identify short and

long term collaborative approaches to prevent and respond to racial tension and disorders. The conference concluded with agreement that solutions are gained by a "shared responsibility" between citizens and the police in addition to an overall call for communities to implement Community Policing, contingency planning and training for both police and citizens in problem solving.

Hate Crimes. Complaints of hate crimes have continued to escalate in all States in the Northwest Region, including Alaska. The Region has experienced a steady increase in hate crime violence ranging from unprovoked attacks on individuals to fire bombings of residences and vandalism, and graffiti promoting racial hate. White supremacist leafletting and recruiting efforts have been reported to be more intense in schools and communities where significant numbers of immigrants reside and work. CRS has assisted communities and police in developing effective responses to such activities and has provided police training seminars.

CRS is also providing technical assistance to the Northwest Coalition Against Malicious Harassment which in FY 1989 tallied a total of 265 reported incidents over a five State area. In FY 1990 that figure rose to 320 and in FY 1991 to 545. Figures for calendar year 1991 totaled more than 785. These patterns appear to be based, in part, on a growing sensitivity by minorities and others to their victimization, growing awareness of how to report complaints, growing sophistication of the monitoring system, and most significantly, the active increase in incidents. Over the past three years CRS has convened 25 law enforcement executives from Washington, Oregon, and

Idaho who meet quarterly for the purpose of exchanging information on bias crime problems. A working group is focusing on developing model police department policies to be circulated throughout the Northwest.

CRS was instrumental in assisting 36 key community leaders and officials in Fairbanks, Alaska, in developing a representative task force to address hate issues and establish grievance channels through which complaints can be reported.

Aftermath Of The Verdict In The Rodney King Beating Trial. The Northwest Region monitored developments throughout the Pacific Northwest to prevent and respond to strife and tensions resulting from the verdict in the case of the four Los Angeles police officers accused of beating Rodney King.

Bilingual Interpretation. In Oregon, CRS presented judicial interpreter training in the area of ethical and constitutional issues associated with ensuring procedural due process when limited-English speaking persons are involved. CRS is providing technical assistance to the Oregon Supreme Court Task Force on Racial/Ethnic issues in the Judicial System as well as the Washington State Minority and Justice Commission. Plans are being developed in the State of Washington for enhanced jury pools, minority recruitment, and public education.

Issues of access to the justice system continue to give rise to protests from limited-English speaking communities and from Native Americans. CRS is working in several communities with court officials, representatives of immigrant groups, and with tribal officials to identify those concerns which are potentially resolvable.

Education

Increasingly, the Northwest Region has been receiving requests from school districts to conduct training to prevent and resolve racial conflict, especially in suburban and rural districts. CRS cosponsored a statewide conference with Washington State's Commissions on Black, Hispanic, Asian American Affairs, and the Governor's Office on Indian Affairs to address the use of student mediation teams to resolve students' racial disputes. CRS has also conducted training sessions for bus drivers in Washington, including presentations at the State's Annual Bus Drivers Conference, on cross-cultural conflict management.

General Community Relations

Tribal and Immigrant Issues. In the Pacific Northwest, several Native American tribes are involved in disputes over whether States may regulate gambling establishments on reservation land. Longstanding chronic disputes over tribal sovereignty issues and treaty rights flare up regularly, especially in confrontations with law enforcement over hunting and fishing issues, and with civilians over boundary issues. CRS provides conciliation and mediation to encourage dialogue to prevent standoffs and violence.

Refugee and Asian Youth Issues. In Washington and Oregon, CRS co-sponsored police-refugee conferences attracting 300 participants. Due to increasing Asian youth gang concerns, the major focus was to address police and Asian community strategies in crime prevention, police-Asian community relations, Asian recruiting, training for law enforcement, and other issues. The Office of Refugee

Resettlement of the Department of Health and Human Services provided funding for these conferences.

Immigration and Refugee Assistance Activities

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

1. Provides for the reception, processing, and care of Cuban and Haitian entrants, pursuant to Section 501(c) of the Refugee Education Assistance Act of 1980 through the Cuban and Haitian Entrant Program (CHEP);
2. Provides shelter care and other related services to alien families and unaccompanied minors, and assistance to the Department and the Immigration and Naturalization Service (INS); and
3. Assists CRS conciliators and mediators in immigration, entrant, and refugee affairs programming.

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

Cuban/Haitian Entrant Program

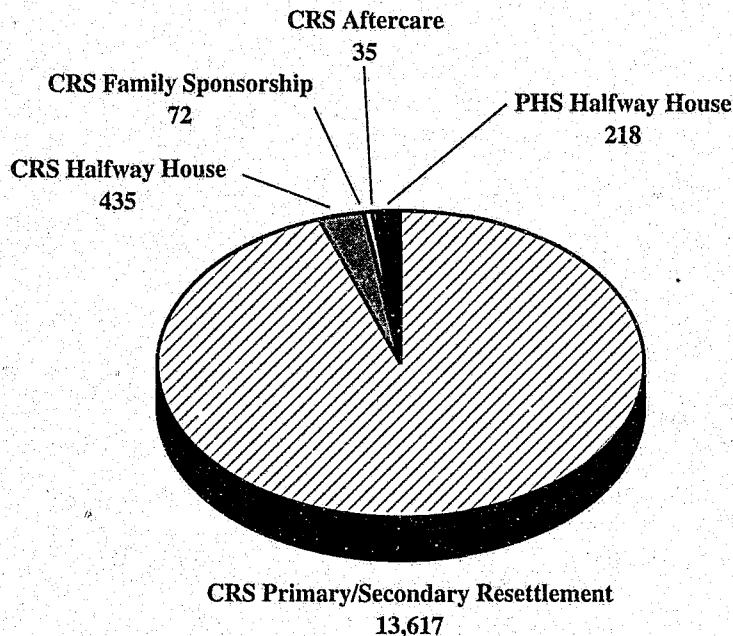
The CRS Cuban/Haitian Entrant Program consists of: (1) primary and secondary resettlement services; (2) halfway house facilities, family

sponsorship and aftercare programs for Mariel Cubans; and (3) health and mental health care for certain Cuban and Haitian nationals provided by the Public Health Service (PHS).

Primary and Secondary Resettlement Programs: CRS' Primary Resettlement Program provides transitional community-based refugee resettlement services to Cuban and Haitian nationals paroled from detention at INS Service Processing Centers, primarily the Krome Service Processing Center in South Florida. The Secondary Resettlement Program provides resettlement services, emphasizing employment placement and retention, at specialized sites outside the State of Florida to Cubans and Haitians whose initial resettlement in South Florida did not lead to self-sufficiency.

In addition to CRS' FY 1992 Guantanamo Haitian operation, large numbers of Cubans and smaller numbers of Haitians continued to directly enter South Florida via rafts and boats for a second straight year. In response, CRS continued expanded Primary and Secondary resettlement programs and services to meet the higher need for assistance. Services were provided to 2,632 Cubans and Haitians paroled from the INS Krome Service

Cuban/Haitian Client Resettlement Caseload - FY 1992



Processing Center in FY 1992 and 2,810 in FY 1991 — about twice as many individuals as in FY 1990.

CRS' Primary and Secondary Resettlement programs facilitate integration of Cubans and Haitians into the community, reduce the burden of this population on State and local resources, and avert community relations issues which might result from an uncoordinated or non-supportive Federal response. CRS awards grants and cooperative agreements to voluntary agencies which provide shelter care, child welfare, and resettlement services. These services include:

- Family reunification or arrangements at final destination by the resettlement agency or sponsor;
- Temporary accommodation, including initial housing and essential furnishings;
- Food or food allowances, cloth-

ing, and other basic needs;

- Application for social security cards, registration of children in school, and preparation of immigration documents for employment authorization and adjustment of immigration status;
- Employment counseling and referrals, and application for training programs;
- Enrolling entrants in comprehensive English as a Second Language programs; and,
- Assisting entrants in obtaining health services and follow-up treatment.

Mariel Cuban Halfway House, Sponsorship and Aftercare Programs. The second component of CRS' processing and care function is its halfway house, family sponsorship, and aftercare programs for Mariel Cuban ex-offenders approved for release by the INS from Federal detention facilities.

These detainees have been returned to INS custody from various State and local criminal justice systems.

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

In FY 1992, CRS outplaced 507 Mariel Cubans, including 435 through halfway house programs, and 72 through the family sponsorship program. Through an interagency agreement with the PHS, an additional 218 Mariel Cubans were outplaced through PHS community-based mental health treatment halfway house programs. The number of individuals served in FY 1992 was almost unchanged from FY 1991.

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

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

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

The PHS administered halfway house programs are of two types: one specialized in short-term acute care programs for those Cubans with the potential for independent living and, one specialized in longer-term programs meeting the needs of those Mariel Cubans diagnosed as chronically mentally ill and/or developmentally disabled.

Through its aftercare program, in FY 1992, CRS provided transitional community-based follow-up care to 29 Cuban entrants discharged from mental health treatment programs administered by PHS. These follow-up services reduce this population's impact on State and local health and mental health care services.

Services provided by CRS' aftercare programs include provision of care and maintenance; essential furnishings; food or food allowance; weekly stipends; personal counseling; ESL, life skills, and acculturation training; job development; introduction to, and information on accessing community support networks; medical, dental and mental health coverage/services; crisis intervention; and recreational services.

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

Unaccompanied Minors Program and Alien Family Shelter Care

Unaccompanied Minors. CRS has extensive experience in providing services to Cuban and Haitian unaccompanied minors apprehended by the INS. Since 1986, under a memorandum of agreement with INS, CRS has provided similar services to other alien minors apprehended by the INS in Florida and Texas.

In FY 1992, CRS provided residential shelter care, health services, counseling, educational, recreational, and family reunification services to 570 Cuban and Haitian and 889 other alien unaccompanied minors apprehended by INS through cooperative agreements with voluntary agencies. CRS programs provide services to both male and female unaccompanied minors, 17 years of age and younger. Males account for approximately 85 percent of the population.

CRS' involvement ensures that unaccompanied minors apprehended by INS are placed in safe and suitable

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

Alien Family Shelter Care. In late 1988, due to conditions in Central America, large numbers of undocumented aliens entered the U.S. through South Texas. In February 1989, as part of the Department of Justice's South Texas Enforcement Plan, the Office of the Associate Attorney General authorized CRS to provide emergency medical care, basic physical care, and maintenance services to illegal alien families and unaccompanied minors entering the Lower Rio Grande Valley of Texas.

Innovative public and private partnership between CRS, the American Red Cross and, subsequently, the Texas Key Program, Inc. (TKP), and PHS provided a unique opportunity for the Department of Justice to respond to complex legal and humanitarian issues associated with apprehending and processing large numbers of undocumented alien families and children. CRS' program has permitted the Department to pursue a vigorous and orderly process of adjudication, unimpeded by controversy or litigation arising from conditions of confinement. In FY 1992, CRS provided shelter care services in South Texas through agreements with TKP and PHS.

CRS provided humanitarian services in FY 1992 to 361 aliens. Shelter residents are individuals who

are awaiting final determination under INS deportation proceedings and individuals awaiting action on asylum applications. Males comprised 50 percent of the population served; individuals under the age of 18 comprised 53 percent.

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

Management Improvements

Staff Training. In December 1991 and September 1992, CRS provided Conflict Resolution Skills Development training in Miami, Florida, and Rockville, Maryland, for new Regional staff and Headquarters staff that will assist Regional and Field Office staff in responding to racial conflict crises when needed.

Attorney General's Awards for Distinguished Service. On January 31, 1992, at the Attorney General's Annual Awards Ceremony, Associate Director Gail B. Padgett, Office of Technical Assistance and Support, received the Attorney General's Distinguished Service Award and Administrative Assistant Marcella Trujillo, Rocky Mountain Regional Office, received the Excellence in Administrative Support Award.



Former CRS Director Grace Flores Hughes (center) with Marcella Trujillo, Administrative Assistant, Rocky Mountain Regional Office (left) and Gail B. Padgett, Associate Director, Office of Technical Assistance and Support (right), after receipt of their service awards from Attorney General William P. Barr.

Photo: Department of Justice



CRS Faculty and graduates of CRS' Conflict Mediation Skills Development Training in Rockville, Maryland, September 1992. Pictured are: (front row) Daryl Borgquist; (second row, left to right) Gilbert Chavez, Ramon Garcia, Alfreda Brewington, and Scarlet Parham; (third row) Leo Cardenas, Ruth Jean Jones, and William Castro; (fourth row) Joseph Boyle, Patricia Glenn, Daryl Hernandez, Lynn McKenzie; (fifth row) Ronald Tomalis, Sandra Blair; (top row) Jonathan Chace, Robert Wesley and Burton Southard. Faculty and graduates not pictured are Avis Sutton and Gail Padgett.

Photo: Gail Padgett, CRS

The Community Relations Service Offices

Regional Offices

Region I (New England)
(ME,VT,NH,MA,CT,RI)
Room 1820
99 Summer Street
Boston, MA 02110-1032
(617) 424-5715

Region II (Northeast)
(NY,NJ, Virgin Islands, Puerto Rico)
Room 3402
26 Federal Plaza
New York, NY 10278
(212) 264-0700

Region III (Mid-Atlantic)
(PA,WV,VA,MD,DE,DC)
Room 309 Custom House
2nd & Chestnut Streets
Philadelphia, PA 19106
(215) 597-2344

Region IV (Southeast)
(NC,SC,KY,TN,MS,AL,GA,FL)
Room 900
75 Piedmont Avenue, NE
Atlanta, GA 30303
(404) 331-6883

Region V (Midwest)
(IL,OH,MI,IN,WI,MN)
Room 420
55 W. Monroe Street
Chicago, IL 60603
(312) 353-4391

Region VI (Southwest)
(TX,OK,AR,LA,NM)
Suite 250
1420 W. Mockingbird Lane
Dallas, TX 75247
(214) 655-8175

Region VII (Central)
(MO,KS,NE,IA)
Room 2411
911 Walnut Street
Kansas City, MO 64106
(816) 426-2022

Region VII (Rocky Mtn.)
(CO,WY,UT,MT,SD,ND)
Room 650
1244 Speer Boulevard
Denver, CO 80204-3584
(303) 844-2973

Region IX (Western)
(CA,HI,AZ,NV,Guam,
Pacific Territories)
Room 1040
211 Main Street
San Francisco, CA 94105
(415) 744-6565

Region X (Northwest)
(WA,OR,ID,AK)
Room 1898
915 Second Avenue
Seattle, WA 98714
(206) 220-6700

Field Offices

Miami Field Office
Room 424
51 SW First Avenue
Miami, FL 33130
(305) 536-5206

Detroit Field Office
U.S. Courthouse, Room 608
231 Lafayette Boulevard
Detroit, MI 48226
(313) 226-4010

Houston Field Office
Room 12605
515 Rusk Avenue
Houston, TX 77002
(713) 229-2861

Headquarters

5550 Friendship Boulevard
Suite 330
Chevy Chase, MD 20815

Director's Office
(301) 492-5929

Media Affairs Officer
(301) 492-5969

General Counsel
(301) 492-5939

Office of Administration
(301) 492-5995

Office of Technical Assistance
and Support
(301) 492-5969

Office of Planning, Budget
and Evaluation
(301) 492-5900

Office of Immigration and
Refugee Affairs
(301) 492-5818

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