



A statewide coalition established to develop a consistent and coordinated response to hate crimes and bias incidents perpetrated in Michigan.

# HATE CRIMES AND BIAS INCIDENTS COMMUNITY RESPONSE SYSTEM

## A GUIDE FOR BUILDING A COMMUNITY COALITION

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### **DEFINITIONS**

**Hate Crime:** A criminal act of intimidation, harassment, physical force, or threat of physical force, whether or not performed under color of law, directed against a victim or their advocate or property, motivated in whole or in part by bias against a protected group, based on the real or perceived race, color, ethnic background, national origin, religion, gender, sexual orientation, gender identity, or disability of the victim. Hate crimes include those acts reported by a law enforcement reporting agency as involving a criminal incident, criminal offense, or both, as those terms are defined and used by the Michigan State Police in the Michigan Uniform Crime Reporting Program and the Federal Bureau of Investigation in the Uniform Crime Report.

**Bias Incident:** A non-criminal act, whether or not performed under color of law, directed against a victim or their advocate or property, motivated in whole or in part by bias against a protected group, based on the real or perceived race, color, ethnic background, national origin, religion, gender, sexual orientation, gender identity, or disability of the victim. Bias incidents may be associated with a criminal incident, criminal offense, or both, as those terms are defined and used by the Michigan State Police in the Michigan Uniform Crime Reporting Program and the Federal Bureau of Investigation in the Uniform Crime Report.

**Perpetrator Intent:** or MIAAHC, the perpetrator of a hate crime or bias incident has the intent of causing fear, intimidation, or additional pain/suffering to the victim or victim's group or has the intent of deterring the victim or victim's group from the free exercise or enjoyment of rights or privileges secured by the Constitution or laws of the United States or the State of Michigan.

**INTRODUCTION**

**RESPONSE TO HATE CRIMES AND BIAS INCIDENTS**

**A COMMUNITY GUIDE**

This guide was assembled by the *Michigan Alliance Against Hate Crimes Community Response Subcommittee*. It is intended to serve as a resource for building community-based hate crime and bias incident response and prevention systems. The guide was designed to assist in identifying, defining and facilitating the roles of agencies and organizations addressing hate crimes and bias incidents.

Please feel free to duplicate and/or modify the information presented here to accommodate the specific needs of a community response system.

The Community Response Guide is an evolving resource. Members of the MIAAHC Community Response Subcommittee represent many partnering organizations and are available to offer technical assistance and support during organizing efforts.

As the network expands, we hope you will share information, printed materials, innovative idea, challenges and best practices with others. Your suggestions and comments are welcomed.

For additional information, please contact

**MICHIGAN ALLIANCE AGAINST HATE CRIMES**  
**Community Response Subcommittee**  
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Lansing Michigan 48913

**Telephone:** 1-800-482-3604  
1-517-335-3165  
**Fax:** 1-517-  
**Email:** [mdcrtc@miaahc.com](mailto:mdcrtc@miaahc.com)  
**Website:** <http://www.miaahc.com>



## ***What is MIAAHC?***

*A statewide coalition of federal, state and local law enforcement agencies, civil rights organizations, community-based groups, educators, and anti-violence advocates working to ensure an effective and consistent response to hate crimes and bias incidents.*

The Michigan Alliance Against Hate Crimes (MIAAHC) is a statewide coalition of federal, state and local law enforcement agencies, civil rights organizations, community-based groups, educators and anti-violence advocates who work to ensure a consistent and effective response to hate crimes and/or other incidents that create tension and unrest in communities across Michigan. The coalition is led by a collaborative partnership of the Michigan Civil Rights Commission, Michigan Department of Civil Rights, and the United States Attorney's Offices from the Eastern and Western Districts of Michigan.

### **MIAAHC's Goals**

MIAAHC is committed to working with communities to secure the right of every person to be free from hate and bias. It is committed to supporting victims of hate and assisting communities that seek effective means to identify, prevent, prosecute and eliminate such acts.

To achieve its mission, MIAAHC supports the development of local community response hate crime systems through its five working subcommittees: *Community Response, Data Collection, Education/Public Awareness, Law Enforcement and Training, and Victim Support.*

### **MIAAHC's Objectives**

- Coordinate federal, state and local law enforcement agency resources and community resources to ensure a consistent and effective response to hate crimes.
- Use community outreach to ensure effective documentation, investigation, prosecution and support for victims; heal wounds in the community, and promote community safety.
- Expand hate crime education and training programs for law enforcement, the community and classroom-based learners.
- Improve data collection practices to identify trends and effectively assist in the coordination of resources to support victims and prevent hate crimes.

# COMMUNITY RESPONSE

## PHASE I. GETTING STARTED

### The MAAHC Guide

This guide is designed to assist local groups in establishing community response systems (CRS) within their own community and will answer such questions as -

- Why community response is so important?
- What is a community response system?
  - Mission
  - Objectives
- How to begin building a community response system?
- How community response systems work?
- Where to find resources you can use?

Additional Information may be found at [www.miaahc.com](http://www.miaahc.com)

### Why Community Response

A hate crime or bias incident affects a community as well as the targeted victim. Perpetrators of hate activity target their victims based on their real or perceived race, color, religion, gender, national origin/ethnicity, sexual orientation, gender identity, or disability status. Hate crimes and bias incidents call into question a community's ability to protect its citizens and their property. They undermine the community's safety, image, and sense of security. Even where there is no criminal intent, as when a hate group holds a legal rally in a community, the impact is traumatic and intimidating.

First responders to an incident – police, fire, EMS personnel, and so on – are generally very efficient and competent in handling the emergency, safety, and legal aspects of the situation. However, for most communities the first response is the only response.

Additional response is needed for the –

- Individual(s) targeted, at least some victim support is helpful and usually necessary. Victim support might include medical care, religious and/or psychological counseling, financial assistance, or other services to help get their lives back.
- Community emotions can vary and may require a different response including a decision for coming together to -
  - reassure the victim and/or members of the victim's group of its support
  - provide a constructive mechanism to channel anger and other emotions
  - restore trust and promote the healing process

A *Community Response System* can pave the way for a more comprehensive response to hate. It can provide education, training, and offer opportunities for dialogue to increase understanding and promote prevention. Additionally, it can support the individual(s) and/or groups targeted by hate activity and bring the community together to heal.

## The Mission of a Community Response System (CRS)

Each community's response system should craft its own mission statement. The mission should make clear the group's purpose to guide its direction in the future. Missions often include a statement that either explains why the organization came into being or states its fundamental values.

## The Goals and Objectives of a Community Response System

The goals of a community response system are to provide a coordinating team to respond effectively when incidents or crimes of hate occur – and work to prevention efforts. Each CRS will need to develop its own objectives and decide on strategies for positive outcomes. Listed are some common objectives:

- **Response**
  - Establish a coordinating unit to receive information and monitor the enforcement process in the community
  - Develop a mechanism to effectively address community needs
  - Work with neighborhood groups, and/or the group represented by the targeted victim, law enforcement, and the media
- **Victim Support**
  - Identify needs and provide necessary support to victims and their families
  - Notify the victim group
  - Help victims find resources to help with medical issues, counseling needs, financial needs, etc.
- **Education and Public Awareness**
  - Share educational information with the community on victim support, diverse groups, hate activity, prevention and etc.
  - Ensure that the community has factual, neutral, appropriate, and timely information about any crimes or incidents.
  - Encourage and facilitate community dialogue on topics related to diversity and hate-based incidents.
  - Provide ongoing educational information to the response system.
- **Enforcement and Training**
  - Review policies and procedures with law enforcement and make sure training is available to develop multi-cultural competence and respond to hate crimes.
  - Establish a good working relationship with law enforcement; get factual information about incidents and crimes as soon as possible and open the lines of communication so that a community's response can be built on a solid foundation.
- **Data Collection**
  - Document hate crimes and bias incidents that occur within the community
  - Ensure that information about the incidence of hate in the community is collected appropriately and shared to help the state-wide community response network do its work.

## Why Community Response Is So Important

A **Community Response System (CRS)** is one of the most effective means of addressing the kind of victimization experienced in incidents and crimes based on hate because -

- The local network is attuned to local activity and is in a good position to anticipate and respond to perpetrators – individuals and hate groups – who tend to operate on a decentralized level.
- Based on the nature of the incident or crime, it is paramount that a community responds in a broad-based and uniform manner, channeling the community's emotion toward positive outcomes. Communities can be helped to understand and regain their power. Perpetrators are sensitive to community resistance to their activity
- Community response can take special care to reassure the victim and/or members of the victim's group that the perpetrator or those responsible do not speak for the entire community. It is critical early on in the process that the victim and the victim's group understand that others care.
- Many hate crimes and bias incidents are never reported to law enforcement. It is imperative the victim report the incident to law enforcement. If the victim is unwilling to go to law enforcement, the CRS coordinating unit should make a detailed record of the incident and refer the victim to an appropriate community-based advocacy group. By reporting possible hate crimes, law enforcement and advocacy groups can track related incidents and use this information to prevent future incidents. The CRS can use this data to gauge its effectiveness, better understand the needs of the community, as well as the attitudes of the perpetrators.

In addition, community response systems provide communities with secondary benefits by creating a synergy of relationships, resources, and advocacy needs.

*Community Response Systems* contribute to:

- Efficiencies in emergency planning
- Cooperation between city services, non-profit groups, and community's business and industry sector
- Collaboration for skill development and learning opportunities within the community
- Shared resources for response and prevention
- Building confidence and trust between agencies, service populations and community stakeholders

Each of these can directly affect the identification and prioritization of risks, reduce liability, and move organizations from isolated action (individual risk) to collective response (shared risk) and successful outcomes.

MIAAHC modeled its community response system on a number of national programs and collaborative anti-violence endeavors. The shared resources listed below and may be of help as your community gets further involved with community response.

- American Prosecutors Research Institute – [A Local Prosecutor's Guide for Responding to Hate Crimes](#)
- Anti-Defamation League – [How To Combat Bias and Hate Crimes: An ADL Blueprint for Action](#)
- Center For New Community – [Turn It Down: a campaign against white power music](#)
- Gay, Lesbian and Straight Education Network (GLSEN) – [The Day of Silence Project](#)
- Kennedy School of Government's Executive Session on Human Rights Commissions and Criminal Justice – [Executive Session Papers](#)
- MIAAHC Governing Principles
- Michigan Department of Civil Rights – Crisis Response Team Policies and Procedures
- Michigan Intelligence Operations Center - [Privacy Policy](#)
- National Coalition Building Institute – [Principles into Practice: Strengthening Leadership for a Diverse Society](#)
- National Criminal Justice Association and Bureau of Justice Assistance – [A Policy Maker's Guide To Hate Crimes](#)
- National Fair Housing Alliance (NFHA) Leadership Education Fund – [Fight Hate: A Rapid Response Strategy](#)
- National League of Cities – [Partnership for Working Toward Inclusive Communities](#)
- Partners Against Hate – [Investigating Hate Crimes on the Internet](#)
- School of Criminal Justice, Michigan State University – [Critical Incident Protocol: A Public-Private Partnership](#)
- Teaching Tolerance – [10 Ways To Fight Hate](#)
- U.S. Department of Justice, Community Relations Service – [Various Publications](#)
- U.S. Department of Justice, Office of Community Oriented Policing Services (COPS) – [A Collaboration Toolkit: How To Build, Fix And Sustain Productive Partnerships](#)
- U.S. Department of Justice, Office of Justice Programs – [Hate Crimes On Campus: The Problem and How to Confront It](#)
- U.S. Department of Justice, Office of Justice Programs, Office for Victims of Crime (OVC), - [Victim Impact – Listen and Learn](#)
- U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention – [Healing the Hate](#)

# COMMUNITY RESPONSE: Where To Begin?

## ESTABLISH A COORDINATING UNIT

A strong community response system starts with an organizing group that invites others to join, schedules the initial meetings, sets the agenda and takes notes. The organizing group sets the tone of the community's response system and will either need to formalize its leadership as the coordinating unit or have the group establish one. A coordinating unit then would take responsibility for meeting the community response system's administrative needs and representing the community group when its members are not meeting. In some communities, a municipal or county-based human relations or human rights commission may serve as a coordinating unit for a community response system.

## LAY THE FOUNDATION FOR THE GROUP

What will the mission of this group be? The planning of an operational mission should consider the tasks and objectives they will agree upon related to: *community response, victim support, data collection, education/public awareness, law enforcement and training*. The process of crafting a mission is critical - the discussion encourages consensus and team building, helps members clarify how they want to operate, process what they want the group to do, as well as confirms their commitment to the group.

How will the CRS decide on how it will work? How will the coordinating unit know, for example, when a bias incident or hate crime takes place in their community? When and how will it inform the rest of the members? How will decisions be made about how to respond? What kinds of educational activities would they like to pursue? How will the members of the group educate themselves? These are just a few questions to consider.

## IDENTIFY NETWORK PARTNERS

The task of identifying community partners that hold similar goals and are committed to working on prevention and an effective response is an important responsibility for the coordinating unit. Many communities already have a strong community outreach approach to deal with other criminal activity. These same resources, with additional education and training, can be effective in the prevention of hate crimes and bias incidents.

Community partners alert one another about crisis activity and events. They might include groups and/or individuals representing:

- Civil Rights Agencies and Organizations
- Community Cultural, Ethnic Groups
- Criminal Justice System
- Economic Stakeholders
- Educational Institutions
- Faith-Based Groups
- Local Units of Government
- Victim Advocates
- Emergency First Responders and Professionals

## ENGAGE COMMUNITY-BASED PARTNERS

The following list may be helpful in identifying potential community partners in your area.

[The table below, when viewed online, contains links to web pages that contain the contact information for people holding specific roles in your community. When viewing it online, access the contact lists by *PRESSING CONTROL* and *CLICKING ON THE LINK*]

Community Response	
<b>CRIMINAL JUSTICE SYSTEM</b>	<ul style="list-style-type: none"> <li>▪ <a href="#">State Police Post Commander</a></li> <li>▪ <a href="#">Sheriff</a></li> <li>▪ Chief Of Police or Public Safety Director</li> <li>▪ <a href="#">Local Neighborhood Watch Program(S)</a></li> <li>▪ <a href="#">DNR Conservation Officer</a></li> <li>▪ <a href="#">County Prosecutor</a></li> <li>▪ <a href="#">County Victim-Witness Assistance Coordinator</a></li> <li>▪ <a href="#">Chief Judges In Your Trial Courts</a></li> <li>▪ <a href="#">Chief Judges In Your Tribal Courts</a></li> </ul>
<b>EDUCATIONAL SYSTEM</b>	<ul style="list-style-type: none"> <li>▪ <a href="#">Superintendants and School Board Presidents (public/non-public)</a></li> <li>▪ <a href="#">President, Chancellor, or Dean of your local community college(s)</a></li> <li>▪ <a href="#">President, Chancellor, or Dean of your local private college(s)</a></li> </ul>
<b>LOCAL UNITS OF GOVERNMENT</b>	<ul style="list-style-type: none"> <li>▪ <a href="#">County Board of Commissioners Chair</a></li> <li>▪ <a href="#">Township Supervisor or Township Board Chair</a></li> <li>▪ <a href="#">City Council President or Council Chair</a></li> <li>▪ Mayor or City Manager</li> </ul>

**Community Response**

<p><b>EMERGENCY RESPONDERS AND PROFESSIONALS</b></p>	<ul style="list-style-type: none"> <li>▪ <a href="#">Local Emergency Management Program Contact</a></li> <li>▪ Community Emergency Response Team (<a href="#">CERT</a>) <a href="#">Program Contact</a></li> <li>▪ <a href="#">Executive Director of your Community Action Agency</a></li> <li>▪ <a href="#">Executive Director of your Red Cross Chapter</a></li> <li>▪ <a href="#">Executive Director of your Community Mental Health</a></li> <li>▪ <a href="#">Chief Executive of your local hospital/medical center</a> or emergency medical operation</li> <li>▪ <a href="#">Fire Chief or Public Safety Director</a></li> <li>▪ Private Local Victim Support Groups</li> </ul>
<p><b>ECONOMIC STAKEHOLDERS</b></p>	<ul style="list-style-type: none"> <li>▪ Chair of your Downtown Development Authority</li> <li>▪ Chair of your Regional Chamber of Commerce</li> <li>▪ Director of your local Convention and Visitor's Bureau</li> <li>▪ President, CEO, or Plant Manager of the largest employer(s) in your community</li> </ul>
<p><b>COMMUNITY AND FAITH-BASED GROUPS</b></p>	<ul style="list-style-type: none"> <li>▪ Local Fair Housing Center</li> <li>▪ Human Relations or Human Rights Commission, Task Force, or Committee</li> <li>▪ Local <a href="#">Head Librarian</a></li> <li>▪ Publishers Of Local Newspapers</li> <li>▪ Directors Of Local Advocacy Groups And Cultural Organizations</li> <li>▪ Religious and Faith-Based Institutional Leaders, Including Food Banks, Shelters, and Ministerial Alliance</li> <li>▪ Local Neighborhood Associations</li> <li>▪ Local Community Center(s) or Local Community Groups</li> </ul>

## PREPARE THE GROUP FOR SUCCESS

- **Develop a community profile** – Members should know the borders, demographics, history, large employers, community and faith-based groups, etc., of the community
- **Review the history of hate crimes in the community** – The police department may be able to provide police reports (*with confidential information removed*) or a summary of incidents to give the group an idea of what has occurred in the past and prepare them for what they can expect in the future. In addition, examine FBI Crime Reporting Statistics and the Michigan State Police Hate Crime Statistics to see what was reported by local law enforcement.
- **Review the policies and procedures of first responders** – How do the police process a bias incident or hate crime? Discuss when in that process the group's help would be most useful? What other first responders might see hate activity and profit from community response involvement?
- **Define communication and response protocols** – Determine how first responders know that they should contact the community response system (what characteristics might the incident have, for example) and who should they contact? Will you have data collection forms prepared? A contact information card?
- **Develop a relationship with the local media** – The media should know about the group and its mission and should participate in the group. Your group may want to let the community know of its existence and mission as well. You will need the media to make people aware of the group's outreach activities and, should a crime or incident take place, to make sure that the reporting is objective and accurate.
- **Assess the education and training needs of the group and of the community it serves** - Consider conducting an on-going needs assessment for the group, community, schools, etc.
- **Offers hate crime education** - There are many resources that provide education opportunities for the community response system, including the community. Utilize the MIAAHC to help identify these resources.
- **Collect and share best practices** – Begin early to document your experiences: what worked well, what did not work well, and what are future challenges. New community response systems are forming across the state and documenting best practices and sharing information can accelerate the learning for all of us.
- **Celebrate your victories** – This is difficult but rewarding work. Learning from our actions and celebrating our victories will lead to successful well-functioning teams.

## THE MICHIGAN ALLIANCE AGAINST HATE CRIMES COORDINATORS

*-Keeping you in touch with the statewide hate crime response network -*

The MIAAHC Hate Crime Coordinator is the primary contact to put you in touch with MIAAHC's statewide network of resources for community response, education, law enforcement and training, victim support and data collection.

- **Alberto Flores – (517) 335-3165**

*Director of Community Relations for the Michigan Department of Civil Rights  
with primary responsibility for the agency's crisis response team)*

**Pam Thompson**

**Donald Daniels**

- MIAAHC partners are a resource for education and training needs, best practice initiatives, and making the connection to victim support and other resources.
- Education and Training Opportunities
  - *A Community Response Network*
  - *Hate Crime 101*
  - *Victim Support Orientation*
  - *Building Cultural Competence*
- MIAAHC Community Response Subcommittee will bring together local response systems for the purposes of sharing experiences, information, challenges and best practices

The **Michigan Alliance Against Hate Crimes** offers access to the resources of organizations and agencies that make-up its membership. In addition, growing networks of local response systems are forming in communities across the state ready to share resources and best practices.

**WWW.MIAAHC.COM**

## SAMPLE INVITATION TO A COMMUNITY RESPONSE ORGANIZING MEETING

**Dear Community Partner,**

You are receiving this communication because you represent a community organization, institution, advocacy group or are an individual with a shared vision for eliminating hate crimes and bias incident in this community.

The *(insert name of group)* is excited about joining with other communities across the state forming a partnership with *the Michigan Alliance Against Hate Crimes (MIAAHC)*, a statewide coalition of federal, state and local law enforcement, community organizations, and educational institutions with a common goal to affectively respond, educate and support victims of hate crimes and bias incidents. The MIAAHC is a partnership of the Michigan Civil Rights Commission, Michigan Department of Civil Rights and the United States Attorney's Office from the Eastern and Western Districts of Michigan.

The *(insert name of group)* is in the process of forming a community-based coalition to function collaboratively with first-responders (*police, fire, schools, emergency management system and others*) in the support of victims of hate crimes and bias incidents. The work of this coalition may include such functions as community response, victim support, education and training, data collection, and enforcement of hate crimes and bias incidents. These efforts are intended to send a message that the *(insert community name)* community welcomes diversity and stands together against hate.

We sincerely hope that you will accept this as your special invitation to participate in this community coalition.

The first meeting of the *(insert community name)* Community Response System will be held

Date of meeting: \_\_\_\_\_

Time of meeting: \_\_\_\_\_

Place of meeting: \_\_\_\_\_

Attached is the agenda for the *(insert date of meeting)* meeting. It will be extremely helpful if you would let us know by return e-mail the name of the person who will represent your organization at this important meeting. If you have any questions, please do not hesitate to contact me by return email or give me a call at *(insert contact number)*.

Thank you.

*Name of Meeting Coordinator*

## Sample Agenda

# COMMUNITY RESPONSE SYSTEM

(INSERT NAME OF COMMUNITY)

## AGENDA: ORGANIZING MEETING

**Date, Time, Place and Facility address**

- **WELCOME**
- **INTRODUCTIONS**
- **BRIEF MIAAHC HISTORY AND PARTNERS**
- **OVERVIEW OF COALITION**
  - Defining purpose, goals and objectives
  - Elements of hate crime and bias incidents
- **COMMUNITY RESPONSE**
  - What is it and why is it important?
  - What would an effective community response system look like?
- **QUESTIONS AND ANSWERS**
- **NEXT STEPS**
  - Selecting the next meeting date
- **CLOSING REMARKS**
- **ADJOURNMENT**

**COMMUNITY RESPONSE CONTACT INFORMATION**

*(Please complete the form below if you would like to receive information about future meetings)*

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**NAME:** \_\_\_\_\_

MAILING ADDRESS: \_\_\_\_\_

\_\_\_\_\_  
(STREET) (ZIPCODE)

EMAIL ADDRESS: \_\_\_\_\_

TELEPHONE: \_\_\_\_\_

**NAME OF ORGANIZATION:** \_\_\_\_\_

PRESIDENT/CEO: \_\_\_\_\_

MAILING ADDRESS (if different from above: \_\_\_\_\_

\_\_\_\_\_  
(STREET) (ZIPCODE)

EMAIL ADDRESS: \_\_\_\_\_

TELEPHONE: \_\_\_\_\_

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*The work of a hate crime coalition includes: Response, Data Collection, Education/Public Awareness, Victim Support, Enforcement and Training. Please write a brief statement about how the individual and/or the organization above can best assist this coalition. Please use reverse side if necessary.*