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Los Angeles County Office of Education

Serving Students ▪ Supporting Communities ▪ Leading Educators

January 12, 2017

Debra Duardo, M.S.W., Ed.D.
Superintendent

TO: Supervisor Mark Ridley-Thomas, Chairman
Supervisor Hilda L. Solis
Supervisor Sheila Kuehl
Supervisor Janice Hahn
Supervisor Kathryn Barger

Los Angeles County
Board of Education

Douglas R. Boyd
President

FROM: Debra Duardo, M.S.W., Ed.D.
Superintendent

Alex Johnson
Vice President

SUBJECT: **RESPONDING TO AND PREVENTING BULLYING, TARGETING,
DEMEANING AND HARASSING BEHAVIOR IN SCHOOLS**

Katie Braude

Gabriella Holt

Monte E. Perez

Thomas A. Saenz

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In response to the Board of Supervisors' Nov. 22, 2016 motion, the Los Angeles County Office of Education is pleased to have the opportunity to report on our current and planned efforts aimed at ensuring safe learning environments in LACOE schools and in support of the county's 80 K-12 districts.

At the end of the four-page report, you will find an infographic providing a visual overview of these activities.

Programs and Services for Students and Families

LACOE students

- LACOE-run schools have updated and completed their safety plans for the current school year in accordance with the requirements of state law, including policies to prevent and address hate, bullying and harassment.
- Positive Behavior Interventions and Support (PBIS) is a comprehensive anti-bullying, anti-hate crime and anti-harassment framework for establishing a positive school climate where appropriate behavior is the norm. LACOE implements PBIS in its schools, currently benefiting some 1400 students.
- Fifty LACOE teachers and administrators recently participated in training at the Museum of Tolerance to learn strategies for improving school climate and culture.
- LACOE's school serving youth at Los Padrinos Juvenile Hall has instituted an anti-bullying campaign, featuring guest speakers who discuss the dangers of bullying and how to stop these negative behaviors.
- All of LACOE Head Start's research-based curricula incorporate social-emotional development on some level. This includes socialization, regulating emotions and playing with other children. In addition, Conscious Discipline training for teaching staff helps them control their own emotions when working with children who show challenging behavior.

District students and families

- Thousands of students from around the county attended the LACOE-hosted “Be Strong” anti-bullying event at The Forum in Inglewood on Oct. 10.
- In partnership with the County Department of Public Health, LACOE’s Friday Night Live program conducts after-school leadership classes with students where they learn strategies for preventing bullying and harassment.
- LACOE offers training on bullying and cyber misconduct for parents and community members in English and Spanish.

Programs and Services for School Districts

School Safety Plans

State law requires every public school to have an up-to-date safety plan. Practices aimed at addressing and preventing bullying, harassment and hate crimes are integral to the plans, which are updated annually by March 1.

LACOE plays a key role in providing training and technical assistance to school districts in developing effective safety plans. One training already has been conducted this school year; a second is scheduled for Jan. 27, 2017 with an emphasis on hate violence, harassment and bullying. Following the training, LACOE staff will follow up and provide assistance to districts prior to the March 1, 2017 deadline.

California Democracy School Project

LACOE’s comprehensive civic learning initiative features online professional development modules and other tools and resources for educators to engage students in civil dialogue around controversial issues. These materials provide practical strategies for creating dialogue that is respectful, appropriate and informative.

Positive Behavior Interventions and Support

LACOE plays a key role in providing training and technical assistance to districts in implementing this anti-bullying, anti-hate crime and anti-harassment framework:

- provide PBIS training to 326 schools in 40 districts countywide
- introduce PBIS principles and classroom management techniques as part of technical assistance provided to 1,900 school sites with after-school programs

Additional Trainings

- Annual Violence Prevention Symposium offers training on bullying prevention, protected classes, harassment, gang intervention and human trafficking, with the next event set for Feb. 10, 2017.
- Training for district Child Welfare and Attendance administrators on school suspension and expulsion with information on how state laws and statutes can be used to address hate crimes, harassment and bullying incidents. The training looks at use of alternative correction measures such as restorative justice.

- Regional meetings for district Student Support Services administrators that have involved organizations that address hate crimes and bullying, such as the American Civil Liberties Union, Anti-Defamation League and California Conference for Equality and Justice.
- Training for school health program managers (Dec. 2, 2016) and a legislative update on AB 2845 Safe Place to Learn Act (Dec. 9, 2016) included the topics of hate, harassment and bullying on their agendas.

Resource Sharing

- On an ongoing basis LACOE shares resource with educators in all 80 Los Angeles County districts, via e-mail and other means, which can aid in their efforts to address bullying and create positive school climates.
- On Dec. 8, 2016 LACOE e-mailed to all school districts resources that address hate, harassment and bullying, including information about online training to promote civil dialogue, upcoming workshops and other resources.
- Through the office of the county superintendent, LACOE offers ongoing opportunities for the 80 district superintendents to express their concerns on key educational issues as well as to give feedback on County Office services. The Superintendent's Collaborative, the Superintendent's Advisory Council and regional superintendent meetings beginning next year are occasions to share what is needed from LACOE to support districts.

Collaborations and Partnerships

- A LACOE representative is an active member of the Los Angeles County Commission on Hate Crimes and chairs the Commission's education sub-group, which also involves representatives from the Los Angeles Unified School District and the Museum of Tolerance.
- LACOE receives grant funds annually from the California Department of Education for a partnership with the Museum of Tolerance. The funds support training for teams of teachers and school administrators at the Museum to learn about tolerance and strategies to improve school climate and culture.

Future Activities

- To determine school district needs, LACOE recently completed a comprehensive district survey to:
 - Assess current status of hate, harassment and bullying on their campuses
 - Determine whether schools have reviewed their policies on hate crimes as part of their safety plans
 - Gather data on suspensions, expulsions and hate crimes
 - Collect information on best practices

Survey findings are now being analyzed to help design services and programs to address district needs and identify best practices that can be shared countywide through e-mail, the lacoed.edu website and other communications vehicles.

- The following LACOE trainings in 2017 will include the topics of hate, harassment and bullying on their agendas:
 - Counselor Resource Network (Jan. 11)
 - Safe Schools Planning Training (Jan. 27)
 - County Office of Education CWA Videoconference (Jan. 31)
 - Violence Prevention Symposium (Feb. 10)

- Various LACOE programs are working together to develop new trainings on trauma informed care/practices, social-emotional learning and implicit bias that can promote a positive, safe school climate and culture.

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Attachment



Ensuring safe learning environments in LACOE schools and supporting Los Angeles County's 80 K-12 districts

Los Angeles County
Office of Education

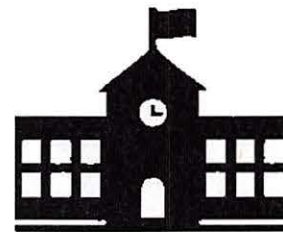


STUDENTS

- Be Strong Anti-Bullying Event with 5,000 Students
- Social-emotional Curricula for Head Start for 19 Delegate Agencies
- Bilingual Bullying and Cyber Misconduct Training for Students and Parents

DISTRICTS

- Support School District Safety Plans with Technical Assistance
- Positive Behavior Interventions and Support (PBIS) Training to 326 Students in 40 Districts
- California Democracy Project Online Resources for Students
- Ongoing Issues Meetings with County Superintendent and District Superintendents

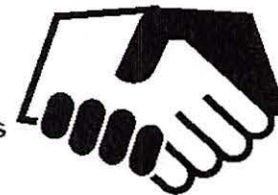


LACOE

- All LACOE Schools Safety Plans Implemented
- PBIS Training Benefits 1400 Students
- Anti-bullying Campaign at Los Padrinos Juvenile Hall

COLLABORATIONS

- County Commission on Hate Crimes
- Partnership with Museum of Tolerance for Teachers and Administrators
- County Department of Public Health *Friday Night Live* Leadership Classes



FUTURE



- Analysis of December 2016 District Survey of Hate Crimes and Best Practices
- Regional Meetings with Partner Organizations Addressing Hate Crimes
- Trainings Set for Violence Prevention, Laws on Addressing Hate Crimes and Restorative Justice
- Expanded Online Resources



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January 26, 2017

To: Supervisor Mark Ridley-Thomas, Chairman
Supervisor Hilda L. Solis
Supervisor Sheila Kuehl
Supervisor Janice Hahn
Supervisor Kathryn Barger

From:

Sachi A. Hamai
Chief Executive Officer

REPORT BACK ON HALTING THE POST ELECTION HATE CRIMES (ITEM NO. 19, AGENDA OF NOVEMBER 22, 2016)

This is to provide the Board with a report on the information requested in the November 22, 2016, Board Motion on Halting the Post-Election Hate Crimes. The Board directed the Chief Executive Office (CEO), in coordination with Los Angeles County Commission on Human Relations (LACCHR), Countywide Criminal Justice Coordination Committee (CCJCC), and Los Angeles Sheriff's Department (LASD), to report back on actions taken to implement the best practice recommendations developed by the CCJCC Task Force on Hate Crime Outreach and Response (Task Force).

Background

The Task Force was created in January 2016 in response to a December 15, 2015 Board directive requesting that the LACCHR, LASD, CCJCC and District Attorney's Office increase outreach to Muslims, Sikhs, South Asians, and other groups most targeted for hate crimes following acts of terror or major incidents. The Board's directive followed two major terrorism events: six terrorist acts in Paris on November 13, 2015, resulting in 130 deaths, and a terrorist-related attack in the City of San Bernardino on December 2, 2015, in which 15 people were killed and 22 were injured.

Chaired by LACCHR and LASD, the Task Force membership consisted of representatives from multiple County departments and key community stakeholders, including: District Attorney's Office, Los Angeles Police Department, Long Beach Police Department, Los Angeles Unified School Police Department and Office of Human Relations, United States Department of Justice Community Relations Service, Muslim

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Public Affairs Council, Council on American Islamic Relations, California Sikh Council, South Asian Network, Anti-Defamation League, and Los Angeles Lesbian, Gay, Bisexual and Transgender (LGBT) Center.

The Task Force's work focused on the identification of "best practices" that can help law enforcement respond to and reduce hate crimes and incidents. After collecting and analyzing policies and practices within the Task Force's membership, the group produced a report entitled "Task Force on Hate Crimes Outreach and Response: Best Practice Recommendations for Law Enforcement Agencies" (Attachment I).

Best Practice Recommendations Report Highlights

The Task Force's report serves as a comprehensive resource guide to Los Angeles public safety agencies. It identifies three key "best practice" areas (with recommendations) where public safety agencies could maximize their capabilities to respond to hate crimes and incidents:

- *Cultivating Community Connections and Trust* through: 1) cultural competency training of communities served; 2) adoption of clear policies and protocols for documenting hate crimes and incidents; 3) adoption of policies that support and protect vulnerable victims, witnesses and community members regardless of immigrant status; 4) cultivating a network of community leaders from affected populations before a crisis; 5) proactively disseminating information to vulnerable communities; and 6) establishing a process for receiving community inquiries on hate crimes. (Attachment B of the report provides a detailed listing of Task Force members' current policies and practices related to all aspects of hate crimes and incidents.)
- *Advance Planning and Training* through: 1) establishing a response plan that includes annual input from community leaders; 2) identifying potential hate crime targets with information from community leaders, available hate crime data and information from the Human Relations Commission; 3) establishing protocols with law enforcement partners to share information on hate crime and incident activities; and 4) conducting ongoing reviews and trainings on the response plan, which includes input from the community and other policing agencies.
- *Rapid and Effective Response* through: 1) law enforcement leaders immediately connecting with targeted communities and establishing a network of community leaders to provide reassurance of support and keeping lines of communication open; 2) holding press conferences and/or other means of mass messaging with police, elected officials, and affected communities to address scapegoating and

re-affirm support of these communities; and 3) establishing mutual assistance agreements among law enforcement agencies to share information on hate activity and assist in investigations.

The report provides specific details for each recommendation, including available training and program resources to assist a public safety agency's efforts to adopt the recommendations. With the issuance of its final report, the CCJCC Task Force has completed its assigned task and has produced a comprehensive roadmap for promoting the best practices strategies and recommendations detailed in the report.

Next Steps in Implementing Report Recommendations

LACCHR, CCJCC and LASD are leading the efforts to promote the report's best practices within the Los Angeles law enforcement community and the community at large. The strategy to accomplish this involves presenting and discussing the report at the following venues attended by Los Angeles law enforcement:

- The Los Angeles County Police Chiefs Association - On January 10, 2017, LACCHR and CCJCC briefed the Police Chiefs Association's Executive Board on the report and its recommendations. As a result of the briefing, the Executive Board agreed to distribute and discuss the report at its January 2017 meeting with all police chiefs.
- Los Angeles Disaster Management Areas (known as Mutual Aid areas) – All 88 cities, for emergency planning purposes, are divided into 8 Mutual Aid areas, as shown in Attachment II. Mutual Aid area meetings are ideal forums to reach the largest number of law enforcement and other public safety partners. Los Angeles County coordinates and communicates disaster response needs between the cities and the State of California. Each Mutual Aid area meets quarterly where its local jurisdiction membership including sworn members from law enforcement, fire departments and other partners with a nexus to emergency preparedness, public safety response and recovery.

During the presentations and discussions with law enforcement agencies, the following three areas of the report will be emphasized:

- Law enforcement agencies should develop protocols as delineated in the report so as to be prepared for unexpected situations like the Paris and San Bernardino attacks or post-election incidents;

- Policing agencies should initiate and implement planning within their own jurisdiction and should include input and help from key community stakeholders and leaders; and
- The preparation and response plans should be reviewed both internally and by community stakeholders on an annual basis.

LACCHR and CCJCC will offer direct technical assistance to any local law enforcement agency who may need help in their planning and implementation efforts. This includes connecting agencies to community partners who are already engaged in the best practice work. LASD has established community groups available to provide annual feedback to any proposed or implemented response plan.

In support of the strategy, LACCHR, CCJCC and LASD have initiated a myriad of ground level efforts to build implementation momentum for the report's findings. Attachment III, "Task Force Report Action Steps," highlights the steps taken by the leadership team and in particular, LACCHR, after the November 22, 2016 Board Motion was adopted.

Finally, to support all the implementation aspects of the Board Motion, Workforce Development, Aging and Community Services (WDACS) is working with LACCHR to create a comprehensive public education/awareness campaign about hate crimes and to build on its existing tracking capabilities to better capture both hate crime and inquiry information and data throughout Los Angeles County. The CEO will work with WDACS to assess LACCHR's current staffing allocation to determine resource needs to meet these planning objectives.

If you have any questions, please contact Fesia Davenport, Assistant Chief Executive Officer, at 213-974-1186 or fdavenport@ceo.lacounty.gov.

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Attachments

- c: Executive Office, Board of Supervisors
County Counsel
Countywide Criminal Justice Coordination Committee
Los Angeles County Commission on Human Relations
Los Angeles Sheriff Department
Work Development, Aging and Community Services

Task Force on Hate Crime Outreach and Response

Best Practice Recommendations for Law Enforcement Agencies

BACKGROUND

On November 13, 2015, the world was shocked and horrified when 130 people were killed and 368 injured in six different attacks in Paris, for which ISIS claimed responsibility. Not long after, on December 2, 2015, in the City of San Bernardino, 14 people were shot to death, and 22 others were injured by an attack inspired by foreign terrorist groups in what was called the biggest terror attack in our nation since September 11.

Nations around the world condemned these attacks and expressed support for the victims. The same was also true throughout this country, as communities voiced solidarity with the people of Paris and San Bernardino. However, while the primary response from most individuals in the aftermath of the attacks was one of empathy and compassion, there was also a destructive and frightening response in that the number of hate crimes and hate-related incidents increased.

In Los Angeles County and throughout the nation, the number of Americans who were targeted for anti-Muslim/Middle Eastern hate crimes rose sharply following the attacks in San Bernardino and Paris. Analysis of the hate crime reports in Los Angeles County by LACCHR showed a sharp rise in attacks against Muslims, Arab Americans, and people perceived to be Muslim during November and December 2015. As reported by the New York Times, other jurisdictions experienced the same: "Hate crimes against Muslim Americans and mosques across the United States have tripled in the wake of the terrorist attacks in Paris and San Bernardino, Calif., with dozens occurring within just a month, according to new data."ⁱ

On December 15, 2015, the Los Angeles County Board of Supervisors unanimously passed a motion requesting that the District Attorney's Office, Sheriff's Department (LASD), Countywide Criminal Justice Coordination Committee (CCJCC), and Commission on Human Relations (LACCHR or Commission) increase their outreach to Muslims, Sikhs, South Asians and other groups most often targeted for hate crime following acts of terror or other major incidents and that the agencies work to deter and swiftly respond to threats and acts of hate.

In response, LACCHR collaborated with community partners in three major events which drew hundreds of attendees and featured Muslim, Sikh, South Asian, Jewish and interfaith leaders. The Commission also gathered and analyzed anti-Muslim/Middle Easterner hate crime data in the county to assess the increase in hate violence and worked with Los Angeles Unified School District (LAUSD) and the state department of Fair Employment and Housing to take pro-active steps to reduce Islamophobic bullying and discrimination.

LASD increased outreach to mosques, Sikh temples, and other community organizations and participated in a public forum at the Islamic Center of Los Angeles. LASD also conducted station briefings to ensure deputies were aware of possible targeted locations and increased patrols at mosques, temples and synagogues.

To support this process, CCJCC established a Task Force on Hate Crime Outreach and Response in January 2016 to promote inter-agency coordination and sharing of best practices to reduce and respond to hate crimes. Specifically, the task force was created to:

- promote coordinated swift responses to San Bernardino-type incidents that could occur;
- prevent an outbreak of hate crimes in the immediate aftermath of such incidents; and
- share best practices among law enforcement and government agencies that strengthen outreach efforts and other actions that can deter threats and acts of bias-motivated violence.

Chaired by LACCHR Executive Director Robin Toma and LASD Captain Bobby Wyche, the task force included representatives from the following agencies

- District Attorney’s Office
- Los Angeles Police Department
- Long Beach Police Department
- Los Angeles Unified School Police Department
- U.S. Department of Justice Community Relations Service
- Los Angeles Unified School District – Office of Human Relations, Diversity, and Equity
- Muslim Public Affairs Council
- Council on American Islamic Relations
- California Sikh Council
- South Asian Network
- Anti-Defamation League
- Los Angeles LGBT Center
- California Conference for Equality and Justice
- Hate Violence Prevention Partnership

To generate recommended strategies, the Task Force developed a shared understanding of “best practices” and collected and reviewed a number of relevant policies and practices from Task Force member agencies (Attachments A and B).

The Task Force believes that the approach of collecting and analyzing variegated policies and practices – along with the input of constituents – has resulted in a set of strategies for building community connections and trust, planning for incidents, and responding effectively to acts of hate that can support law enforcement agencies in their work. It is the Task Force’s hope that this report can serve as a resource to public safety agencies and others as they respond to hate crime issues and help protect vulnerable community members from targeted acts of hate.

CULTIVATING COMMUNITY CONNECTIONS AND TRUST

One of the leading challenges to hate crime reporting is distrust of the police.ⁱⁱ Victims may fear that law enforcement shares the same bias as the perpetrators, that no arrests will be made, or that they themselves may be subject to reprisal or deportation.

Law enforcement agencies and others can help prevent and respond to hate crime by cultivating connections with the community and building mutual trust. Building trust requires



pledges and commitments to leaders of affected communities to be responsive to the community's concerns. Such pledges have the strongest impact on trust-building when supported by policies and actions consistent with trust-building. Strategies that can assist in this regard include:

- Providing culturally competent training, including histories of the communities served, the role of historical prejudices, impacts of implicit biases and de-biasing techniques – Law enforcement's familiarity with and understanding of a community's culture and language helps build trust and promotes accurate reporting of hate crimes. Curriculums and trainings provided to law enforcement agencies should aim to be culturally competent. Providing a basic history of constituent communities, as well as information concerning the richness of diversity within a given racial, ethnic, religious, or national origin group, can help law enforcement navigate relations with the community with effectiveness.ⁱⁱⁱ
 - ✓ Prejudices and stereotypes rooted in past societal, institutional, and individual practices, policies and laws have been barriers to building relationships of trust for both police and community and can lead to underreporting of hate crime. A law enforcement agency's understanding of its community relations history and use of de-biasing approaches on an individual, organizational, and community level can help build mutual trust and support.
 - ✓ Information about the community's relations with and perceptions of law enforcement can bolster the creation of law enforcement training curriculums.
 - ✓ Educational tools and resources can be requested directly from communities affected by Islamophobia.
 - ✓ Community, governmental and law enforcement agencies – such as the International Association of Chiefs of Police, the U.S. Department of Justice, the U.S. Department of Homeland Security, the LASD academy and in-service training, Los Angeles Police Department (LAPD), Anti-Defamation League (ADL), LACCHR, Peace Officer Standards and Training (POST) resources and the organization, Not In Our Town – can also provide educational resources on communities affected by Islamophobia.^{iv}
- Adopting clear policies and protocols for taking reports on hate crimes and incidents, and investigating hate crimes – By adopting and publishing clear policies on hate crimes, a law enforcement agency sends a message that it is committed and willing to be held accountable to follow those policies. When those policies are implemented, it can strengthen trust between police and the community.
 - ✓ Clear policies and protocols on hate crimes and hate incidents can be created with a version of the documented policies for internal purposes that protects



investigative procedures and another version to share with the public that conveys the broader policies, purposes and general methods.

- ✓ Training and information on hate crime identification and response and should be both in academy training and via in service training. Agencies such as the LACCHR, ADL, and Museum of Tolerance/Simon Wiesenthal Center offer hate crime and training programs for police departments.^v
- ✓ In addition, establishing a policy of taking reports of hate incidents as well as crimes conveys to the community that law enforcement takes seriously hate incidents, which can be as traumatic for a community as a hate crime. It also recognizes that hate incident reports can be critical and useful information in subsequent hate crime investigations.
- Adopting policies that support and protect vulnerable victims, witnesses, and community members, regardless of immigration status – When a significant sector of the county population is reluctant or unwilling to report crimes for fear of their immigration status being questioned, whether as victims or witnesses, then the public is less safe. It is imperative to ensure that victims feel safe to report a hate crime to the police and that they can trust their safety comes first. Policies that prioritize protecting communities from hate crime, regardless of immigration status, must be communicated to the community.^{vi}
 - ✓ Policies like LAPD Special Order 40, when communicated effectively to the affected populations, reassure communities that they will not be questioned on immigration status when reporting a crime as a victim or witness.
- Cultivating a reliable and regularly updated network of leaders from affected communities before a crisis through in-person meetings and regular contacts – Hate crimes impact not only the victim, but the entire community associated with the targeted trait of that victim. It is imperative that law enforcement develop and maintain relationships with affected communities before a crisis and establish a network of community leaders with whom to work. This is a practice that has been implemented and worked well for LASD, LAPD, and other jurisdictions.

An initial face-to-face meeting should be held with high level police officials or other law enforcement official(s) to develop enduring relationships and reliable lines of communication with the community. Officers tasked with this responsibility can be senior lead officers, community liaisons, community relations officers, or other reliable points of contact. Community relations officers can develop contacts with targeted communities such as the Shura Council in mosques, in Sikh temples/gurdwaras, and in Jewish synagogues. Regular updating of such contacts is critical to ensure communication can occur if and when a crisis occurs.^{vii}



- Proactively disseminating valuable information to vulnerable communities, such as information on protecting religious and community organizations, and supporting potentially targeted students in school – Many individuals are unaware of existing resources and support for victims of hate crime and the affected communities. These resources are not only from organizations in one’s own community, but also with other communities, police agencies and government agencies like the local human relations commission.^{viii} One example is the Hate Violence Prevention Partnership of Los Angeles which seeks to build community capacity to provide intergroup solidarity and support on hate crime issues and incidents. One nonprofit, Not in Our Town, has a variety of films that tell stories of different communities’ responses in solidarity with targets of hate crime.

- ✓ When law enforcement can provide practical information that helps affected communities deter and prevent hate crime targeting their organization and its members, a stronger relationship of trust is built. ADL has created such informational guides for its synagogues which can be adapted to Muslim mosques and Sikh gurdwaras.
- ✓ Following 9/11 and San Bernardino, there were reports of name-calling, bullying and other harassment of students because of their perceived identity as Muslims. Parents and educators would greatly appreciate guidance in protecting students through both educational/preventive approaches, as well as responding to acts of hate when they occur.

Examples of this include: LAUSD’s bullying prevention and intervention and related human relations policies and programs; the U.S. Department of Justice’s Community Relations Service document titled “Twenty Plus Things Schools Can Do to Respond to or Prevent Hate Incidents Against Arab-Americans, Muslims, and Sikhs”; and the Rapid Incidence Response Toolkit from National Coalition of Anti-Violence Programs.

- Establishing a process for receiving community inquiries on hate crimes – When hate crimes occur, it is imperative for trust-building that there be a way for community members to learn about how perceived hate crimes are being handled. This is an opportunity for law enforcement and its partners to educate the community about its policies and practices regarding hate crimes and/or hate incidents in a way that helps build mutual understanding and trust. In some cases, sensitive information can be shared with trusted partners (e.g. elected officials’ staff, LACCHR, or non-governmental agencies such as the ADL) that can assist in responding to questions without divulging confidential information.



ADVANCE PLANNING AND TRAINING

As with all responses to crisis situations, advance preparation and appropriate and ongoing training is critical. Having a plan for emergency response to Anti-Muslim/Middle Eastern/Arab Hate Crimes and domestic terrorism is vital, given the speed at which they may occur and escalate in the wake of a triggering incident. Strategies that can help in this regard include:

- Establishing a plan with annual input from community leaders for responding to anti-Muslim/Middle Eastern/Arab hate crimes, including policing strategies that can protect against and deter hate crime and other extremist activity – Emergency response plans that address both tactical considerations for law enforcement agencies and communication protocols with the community are important. Such plans benefit from input from community leaders who can help identify community needs in a crisis situation. A smart starting point for an emergency response plan would be to distribute guidance for community and religious institutions to take steps to protect their institutions against acts of hate. One good example is ADL’s publication, “Protecting Your Religious and Communal Institutions” guidelines.
 - ✓ Actions that law enforcement agencies can take to deter hate incidents and crimes should be prominent in the plan and coordinated in the event of a crisis. For instance, during the days and few weeks that hate crimes are known to occur after a San Bernardino-type incident, law enforcement can increase patrol checks and station marked patrol vehicles at high-frequency targets like mosques and Islamic schools. These are practices employed by LASD, LAPD, and other departments.
 - ✓ Law enforcement agencies can remain proactive by providing training and education on their agency’s response plan and other resources, such as the U.S. Department of Homeland Security Incident Management Plan.^{ix}
- Identifying potential hate crime targets with information from community leaders, available hate crime data, and information from the Human Relations Commission – Mosques, Islamic centers and schools, Sikh-owned retail businesses, and Jewish synagogues are common targets for hate crimes following a San Bernardino-type incident. In addition, students who are seen as Muslim or Middle Eastern may be targeted in educational institutions. Hate crime data for the county and information from the Islamic Shura Council, LASD, school districts, and others may also help identify potential targets.
 - ✓ The LACCHR produces an annual hate crime report for Los Angeles County and can provide specific data when requested.
- Establishing protocols with other law enforcement and government agencies for sharing information on hate crime activity – To have the best chance at deterring hate crimes, there must be a rapid response to the earliest hate activity, sending a message that anti-



Muslim hate crimes will not be tolerated. A rapid apprehension of a hate crime suspect could depend on sharing and requesting information about a crime from other law enforcement agencies.

To that end, the establishment of protocols among law enforcement agencies to share information on hate activity is critical. This could occur through the Joint Regional Intelligence Center (JRIC) “Fusion Center” or some other mechanism that includes regional sharing of information on hate crime investigations and law enforcement responses.

- ✓ To promote interagency coordination, the sharing of response plans with other jurisdictions in advance can strengthen the planning process and help identify opportunities for collaboration.
- Conducting regular reviews of and trainings on the response plan, and seeking input from community leaders and other policing agencies – To ensure that the plan is current and adapted to changing conditions – including changes in agencies’ organizational structures, community leadership, availability of new technologies, etc. – the plan should be reviewed at least once per year.
 - ✓ Seeking community input on the plan during the review will help it remain current with community changes (leadership) that may impact the plan and remind the community of a policing agency’s commitment to protect them.

RAPID AND EFFECTIVE RESPONSES

By cultivating community relationships, developing a response plan, and coordinating with partner agencies in advance, departments will be well positioned to respond swiftly to hate activity. The following key strategies can reinforce the rapid and effective response needed at that critical time:

- Law enforcement leaders should immediately connect with potentially targeted communities and the established network of leaders to re-assure them of support and open the lines of communication. Hate crimes send a message to the victim and the entire community associated with the targeted trait of that victim. As quickly as can occur after a precipitating incident, law enforcement must communicate with affected community leaders and institutions in their jurisdiction to provide reassurance and open lines of communication. Communication with key community leaders on major hate crimes targeting their community is important in building a trusting relationship between law enforcement and affected communities, as well as requesting those leaders to share the information with their affected communities.
 - ✓ The form of communication can take many forms, ranging from the personal voice calls or texts to key leader, to an email blast to leaders of targeted



communities. This is a practice that has been implemented and worked well both for LAPD and LASD.

- Press conferences and/or other means of mass messaging with police, elected leaders, and affected communities should be utilized to counter scapegoating of entire groups and to re-affirm support for the community. In the immediate aftermath of a precipitating incident, some may react with fear and animosity towards anyone they consciously or unconsciously associate with an entire group of people based on religion, ethnicity, appearance, or other affiliation. In that context, it is imperative to quickly and broadly send the message to any would-be hate crime perpetrators that law enforcement, government and the community will not condone scapegoating and will not tolerate bias-motivated attacks against anyone.
 - ✓ A press conference with key community leaders, government officials, and law enforcement, and community leaders can be effective in countering scapegoating and making visible the jurisdiction's commitment to protect targeted and vulnerable groups.
 - Prepare talking points in advance for leaders to use. They can be customized for particular situations.
 - Ensure that the Public Information Office is clear on who and how to mobilize for a press conference or other messaging actions.
 - Communicate any incidents of hate crimes to elected officials and other relevant agencies in government and community to assist in responding.
 - ✓ Other forms of social media – such as websites, Twitter, Facebook, Instagram, and other messaging platforms – should be utilized as vehicles to reach as many people as possible with messages that denounce hate, support potentially targeted communities, and remind people to treat others as they would want to be treated.^x
- Mutual assistance agreements among law enforcement agencies should be invoked to share information on hate activity and assist on investigations. When a triggering incident escalates hate activity, law enforcement agencies should invoke mutual assistance agreements and leverage any existing regional and federal law enforcement information sharing networks, such as JRIC.

Again, information sharing among policing agencies and prosecutors about perpetrators of past anti-Muslim hate crimes or hate crimes targeting other groups driven by Islamophobia can bolster monitoring, send a message of deterrence, strengthen the ability to prosecute perpetrators, and show support for impacted communities.



CONCLUSION

In the immediate aftermath of a major incident like the San Bernardino attack or 9/11, Americans whose appearance is seen as similar to those who are identified as carrying out horrific attacks are not only dealing with the trauma that everyone feels when shocked by the violent and sudden loss of life of many people. They also must face the anxiety and fear of becoming a victim of a wave of suspicion, fear, anger, aggression, and hate violence in an environment of anti-Muslim/Middle Easterner prejudice.

The Task Force submits this document with the hope that the strategies, policies and best practices outlined will continue to be developed, adopted and implemented and that this guide serves as a resource that helps to protect the basic human rights to the safety and dignity of those who are most vulnerable to hate and prejudice in times of crisis and fear.

ⁱ “Hate Crimes Against Muslims and Mosques Rise Sharply,” Eric Lichtblau, New York Times, December 18, 2015 http://www.nytimes.com/2015/12/18/us/politics/crimes-against-muslim-americans-and-mosques-rise-sharply.html?_r=0

ⁱⁱ Davis, Ronald L. and Patrice O’Neill. 2016. “The Hate Crimes Reporting Gap: Low Numbers Keep Tensions High,” *The Police Chief: The Professional Voice of Law Enforcement*, Vol. LXXXIII (No. 5).

ⁱⁱⁱ President Obama’s *Task Force on 21st Century Policing* encourages law enforcement agencies “to engage community members in the training process” (p. 54). President’s Task Force on 21st Century Policing. 2015. *Final Report of the President’s Task Force on 21st Century Policing*. Washington, DC: Office of Community Oriented Policing Services.

^{iv} Not in Our Town website: www.niot.org/

^v Link to the Museum of Tolerance Law Enforcement Training:

<http://lawenforcementtrainingprograms.com/museum-of-tolerance-law-enforcement-training/>; Link to the Simon Wiesenthal Center: <http://www.wiesenthal.com/site/pp.asp?c=lsKWLbPJLnF&b=6212365>

^{vi} President Obama’s *Task Force on 21st Century Policing* opines that “whenever possible, state and local law enforcement should not be involved in immigration enforcement” (p. 18). President’s Task Force on 21st Century Policing. 2015. *Final Report of the President’s Task Force on 21st Century Policing*. Washington, DC: Office of Community Oriented Policing Services.

^{vii} An analysis of past hate crime data indicates that most of the anti-Muslim/Middle Eastern hate crimes are committed within the days and first few weeks of a triggering incident.

^{viii} There are over 15 human relations organizations based in city governments and communities in Los Angeles County.

^{ix} Link to the U.S. Department of Homeland Security Incident Management Plan:

https://www.dhs.gov/xlibrary/assets/foia/mgmt_directive_9500_national_incident_management_system_integration_center.pdf

^x During the explosion of two bombs at the Boston Marathon in 2013, Boston Police Department used social media, such as Twitter, “to keep the public informed about the status of the investigation, to calm nerves and request assistance, to correct mistaken information reported by the press, and to ask for public restraint in tweeting of information from police scanners.” This is an example when technology such as smartphones and social media, along with law enforcement communication, can be helpful in the event of a crisis.



Definition of “Best Practice”

The primary deliverable of the Task Force is to develop a ‘best practices’ report to share with law enforcement, NGOs and governmental agencies. The members agreed to adopt the following definition of ‘best practices’: “a method or technique that has been generally accepted as superior to any alternatives because it produces results that are superior to those achieved by other means ...”ⁱ

There are three varieties of best practices. In the first type, a best practice is validated through empirical research or an authoritative entity, such as a government body or a professional association, to prove its effectivenessⁱⁱ. Characteristics common to best practices include: comprehensiveness, flexibility and responsiveness, have a clear mission, trained and supported practitioners, target the underlying causes of an issue or problem, and evolve over time as needed (ibid). The second category relies on field testing or the application of the practice which, through time, may be altered or modified to improve effectiveness. This type of best practice may or may not be supported with data proving its effectiveness.

Lastly, a ‘promising practice’ is effective within one organization and has the potential to be transferable and applied to another organization, increasing the practice’s effectiveness. Proving the effectiveness of a practice requires resources such as funding, objective research design, and time for data collection, analysis, interpretation, and application.ⁱⁱⁱ Therefore, many agencies and organizations adopt their own ‘best’ or ‘promising’ practices based on the premise that it has worked well for their organization and their constituents. Eugene Bardach (2003)^{iv} suggests that to improve decision making around best practices, it is helpful to do things such as look at evidence from multiple sources, examine promising programs that may not have “proof” yet that they are effective, and involve field experts and peer reviewers, which are all methods this Task Force undertook.

The task force collected and accepted all of the above mentioned types of best and promising practices from law enforcement agencies, governmental agencies, and community-based organizations, all of whom were part of this task force. We believe that this mixed approach to collecting and analyzing variegated policies and practices, along with the input of constituents, maximizes the development of what can very well become a set of “best practices” feasible to adopt at various law enforcement agencies.

ⁱ 2016. “Best Practice,” https://en.wikipedia.org/wiki/Best_practice (Accessed May 2016).

ⁱⁱ Rabinowitz, Phil. “Promoting the Adoption and Use of Best Practices.” *Analyzing Community Problems and Designing and Adapting Community Interventions. The Community Tool Box*, Work Group for Community Health and Development at the University of Kansas, ctb.ku.edu/en/table-of-contents/analyze/choose-and-adapt-community-interventions/using-best-practices/main. Accessed 25 August 2016.

ⁱⁱⁱ Head, Brian W. 2015. “Toward More ‘Evidence-Informed’ Policy Making?” *Public Administration Review*, 76(3): pp. 472-484.

^{iv} Bardach, Eugene. 2003. “Creating Compendia of ‘Best Practice’.” *Journal of Policy Analysis and Management*, 22(4): pp. 661-665.

Policies and Practices Received

Agency/Organization	Document Title	Description
Anti-Defamation League (ADL)	<i>ADL Practices</i>	The process by which ADL responds to discrimination complaints and hate crime reports.
	<i>Discrimination Complaint Form</i>	Form used by ADL staff to do intake of discrimination complaints based on national origin, race, religion, sex, sexual orientation or other.
	<i>Protecting Your Religious and Communal Institutions</i>	Guidelines for community and religious institutions to protect themselves against various hate extremist actions and situations.
U.S. Department of Justice Community Relations Service (DOJ-CRS)	<i>Homeland Security Assistance for Public Gatherings</i>	This document lists the types of support the Department of Homeland security can provide, which includes: unclassified intelligence on terrorist tactics, active shooter preparedness, and counter-improvised explosive device training.
	<i>Homeland Security Information Network Faith Based Organizations</i>	A flier promoting faith-based organizations' participation in the Homeland Security Information Network which is a secure, unclassified, web-based communications system that serves as the primary, nationwide DHS collaboration-system for sharing sensitive but unclassified information.
	<i>Homeland Security Tools and Resources to Help Businesses Plan, Prepare, and Protect from an Attack</i>	This document describes the Department of Homeland Security's recommendations for businesses to plan, train, and report in the event of an incident or attack.
	<i>Twenty Plus Things Schools Can Do to Respond to or Prevent Hate Incidents Against Arab-Americans, Muslims, and Sikhs</i>	A set of recommendations for schools to respond to and prevent hate incidents, which includes: establishment of a written memorandum of understanding with local police officials, development and publicity of school's policy against discrimination and harassment, and creation and improvement of ways to detect and respond to escalating racial tensions.
	<i>Hate Crimes Prevention Act</i>	With the passing of the Matthew Shepard and James Byrd, Jr. Hate Crimes Prevention Acts, DOJ-CRS is authorized to work with

Attachment B

		communities to educate, communicate, conciliate, mediate, and facilitate.
	<i>DOJ-CRS Practices</i>	This document explains that the statutory mandate of DOJ-CRS is conflict resolution.
L.A. LGBT Center	<i>Rapid Incidence Response Toolkit (National Coalition of Anti-Violence Programs)</i>	This toolkit addresses response to violence in the LGBTQ and HIV-affected communities. It contains information on hate violence, rapid incidence response and roles, and communication guidelines.
Los Angeles Police Department (LAPD)	<i>Hate Crimes</i>	This policy defines and explains hate crime and hate incident, reporting, and investigation as well as the responsibilities of the field units, watch commander, community police station hate crime coordinator, area commanding officer, and personnel and training bureau responsibilities.
	<i>Special Order Number 40</i>	Special Order Number 40 informs LAPD police officers that the immigration status of victims and potential suspects is not to be collected or reported to federal authorities, unless a suspect is charged.
L.A. School Police Department	<i>Hate Crimes Policy</i>	This policy defines hate crime, includes guidelines for preventing and preparing for likely hate crimes, and the procedure for investigating hate crimes.
L.A. Sherriff's Department (LASD)	<i>Hate Crimes</i>	This policy provides an overview of hate crime and hate incident reporting.
	<i>Handling Hate Crimes</i>	This policy document includes definitions, duties and responsibilities of various officers when it comes to investigating and reporting hate crimes.
Los Angeles Unified School District (LAUSD)	<i>Calendar of Commemorative Dates and Observances, School Year 2015-16</i>	LAUSD calendar of commemorative dates and observances as a tool to enhance mutual understanding, respect, awareness and sensitivity among various religious, ethnic and cultural groups.
	<i>Bullying and Hazing Policy (Student-to-Student and Student-to-Adult)</i>	This policy commits LAUSD to providing a safe learning and working environment free of bullying, hazing, and behavior that infringes on the safety and well-being of students and employees.

Attachment B

	<p><i>Hate-Motivated Incidents and Crimes: Response and Reporting</i></p>	<p>This policy commits LAUSD to a working and learning environment that is free from discrimination, harassment, and/or bullying. It includes preventative measures and immediate responses to hate-motivated conduct.</p>
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Acronym Guide

- **ADL:** Anti-Defamation League
- **CCJCC:** Countywide Criminal Justice Coordination Committee
- **IACP:** International Association of Chiefs of Police
- **JRIC:** Joint Regional Intelligence Center, also known as the “Fusion Center”
- **LACCHR:** Los Angeles County Commission on Human Relations
- **LAPD:** Los Angeles Police Department
- **LASD:** Los Angeles County Sheriff’s Department
- **LAUSD:** Los Angeles Unified School District
- **POST:** Peace Officer Standards and Training
- **US DOJ-CRS:** U.S. Department of Justice Community Relations Service

Task Force Report Action Steps

<i>Halting Hate Crimes Board Motion</i>	<i>Current Action Steps</i>
<p>“Establishing protocols for quickly sharing information about hate crimes or incidents with partners including the County Commission on Human Relations, local elected officials, and Board offices.”</p> <p>“Coordinating actions with other policing agencies to investigate, arrest, and ensure appropriate consequences (including, e.g., alternative educational sentencing) for those who engage in crimes motivated by hate and prejudice.”</p>	<ol style="list-style-type: none"> 1. At the November CCJC meeting, the LACCHR Executive Director presented on the Task Force report recommendations to the CCJCC members present, which included many local law enforcement leaders. 2. Following the passage of the Board motion, LACCHR worked with staff of the then Board chair Supervisor Solis to request LASD information about hate crimes or incidents be regularly shared with the Board offices’ justice deputy and the LACCHR Executive Director soon after LASD receives a report. 3. A special meeting of the LACCHR’s Los Angeles County Network Against Hate Crime was held on November 30, 2016 where breakout workgroups of law enforcement (District Attorney, Sheriff, LAPD, and the Los Angeles City Attorney), Schools/Education (LACOE played an active role), Data Collection, and Social Media, discussed implementation steps for the Board motion. Subsequently, LACOE sent information and resources on preventing and responding to hate to all school districts in Los Angeles County. 4. CCJCC and LACCHR briefed the Executive Board of the Los Angeles County Police Chiefs Association on the Task Force report on a January 10, 2017 conference call. This was the initial first step in getting the Los Angeles County Police Chiefs buy-in to adopt the recommendations. The Executive board committed to disseminating and discussing the report to all police chiefs at their monthly January meeting (scheduled for the 19th). 5. As part of the local collaborative efforts, the Los Angeles County Police Chiefs are in the process of identifying for LACCJR a hate crimes coordinator from each of their agencies to establish a designated point of contact. 6. LACCHR convened the quarterly Network Against Hate Crime meeting on January 11th to follow up on workgroup and member actions since the November 30th meeting, and to discuss and coordinate preparations for the potential hate crimes, incidents and other potentially socially conflictive activities that are anticipated with the January 20th Presidential Inauguration. Media was present, including several local TV stations.

Task Force Report Action Steps

Halting Hate Crimes Board Motion	Current Action Steps
<p>“Utilizing mass messaging through press conferences, internet and social media apps to show support for victimized communities and to counter scapegoating and hate crime targeting of affected communities.”</p>	<ol style="list-style-type: none"> 1. On November 22, 2016, LACCHR participated in a press conference organized by Supervisor. Solis to send a message to support for the communities being most targeted by acts of hate and prejudice since the Presidential Election, which included the millions of Los Angeles County residents who are Latino immigrants, Muslims, African-Americans, LGBTQ, and women. (Note: hate acts have been reported against many other racial/ethnic/religious/sexual orientation/gender identity minorities.) 2. LACCHR Executive Director spoke at two separate press conferences following acts of hate (one a hate crime in November and another expression of hate in December) directed at the Islamic Center of Southern California. 3. LACCHR convened a special meeting of the LACCHR’s Los Angeles County Network Against Hate Crime on November 30th which was covered by numerous news media agencies, including TV, radio, and print/internet. LACCHR Executive Director gave several one-on-one interviews to the media on this issue. The meeting was attended by dozens of representatives of law enforcement, school districts, community, and civil rights organizations. The special meeting allowed participants: to share and learn information about post-Election hate incidents. resources to combat further incidents, to stand together with targeted communities and victims, and to work with network members in breakout groups focusing on schools/education, data collection, and social media. 4. Held a meeting/press event on January 11th of the Los Angeles County Network Against Hate Crime as a follow-up follow up on the November 30th meeting, share information on hate incidents and preparations for potential hate acts that could occur with the January 20th Presidential Inauguration. 5. LACCHR will be meeting with Los Angeles County’s Internal Services Department (ISD) to share a proposal for a mobile phone application that would allow a more expeditious reporting of hate incidents by the public to the LACCHR. 6. LACCHR joined and met with new Los Angeles Team area partners (Southern

Task Force Report Action Steps

	<p>California Grantmakers, Los Angeles City, California Community Foundation, Liberty Hill Foundation) at a Kellogg Foundation conference in December on their new racial equity initiative. One of the possible focuses of the Los Angeles Team efforts would be funding initiatives that would generate messaging and story content in movies and TV programs out of LA's entertainment industry that will counter prejudice against those communities targeted by racial/ethnic inequity, stereotyping and prejudice, with more balanced and humanizing portrayals.</p> <p>7. LACCHR is researching and studying options for expanding mass messaging to reach all county residents in protecting and supporting vulnerable communities targeted for hate. Options being considered include:</p> <ul style="list-style-type: none">• Creating and identifying a reporting mechanism for acts of hate including incidents which do not rise to the level of a hate crime and for underreported hate crimes• Creating a public awareness and education campaign on reporting acts of hate (crimes or incidents) and proactive behaviors to deter hate and to respond effectively to bigotry and intolerance• Support and resource County efforts to provide anti-prejudice training and education
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