Not In Our Town: Light in the Darkness

A guide for law enforcement

by Libby McInerny, Nazmia E.A. Comrie, and Lindsay Friedman

Partners in stopping hate

NOT IN OUR TOWN
STOP HATE. TOGETHER.

PBS

COPS
Community Oriented Policing Services
U.S. Department of Justice

Photo credit: Jackson Hill Photography

"Healing Hands, Mending Hearts" quilt by the Piece-Makers for Peace

Not In Our Town: Light in the Darkness

A guide for law enforcement

by Libby McInerny, Nazmia E.A. Comrie, and Lindsay Friedman

Partners in stopping hate

NOT IN OUR TOWN
STOP HATE. TOGETHER.

PBS

COPS
Community Oriented Policing Services
U.S. Department of Justice

This project was supported by cooperative agreement number 2012-CK-WX-K021 awarded by the Office of Community Oriented Policing Services, U.S. Department of Justice. The opinions contained herein are those of the author(s) and do not necessarily represent the official position or policies of the U.S. Department of Justice. References to specific agencies, companies, products, or services should not be considered an endorsement by the author(s) or the U.S. Department of Justice. Rather, the references are illustrations to supplement discussion of the issues.

The Internet references cited in this publication were valid as of the date of publication. Given that URLs and websites are in constant flux, neither the author(s) nor the Office of Community Oriented Policing Services (COPS Office) can vouch for their current validity.

Recommended citation:
McInerny, Libby, Nazmia E.A. Comrie, and Lindsay Friedman. 2014. *Not In Our Town: Light in the Darkness—A Guide for Law Enforcement.* Washington, DC: Office of Community Oriented Policing Services.

ISBN: 978-1-932582-83-3

Published 2014

A joint project of:

COPS
Community Oriented Policing Services
U.S. Department of Justice

NOT IN OUR TOWN
STOP HATE. TOGETHER.

U.S. Department of Justice
Office of Community Oriented Policing Services
145 N Street NE
Washington, DC 20530

To obtain details on COPS Office programs, call the COPS Office Response Center at 800-421-6770.

Visit the COPS Office online at www.cops.usdoj.gov.

The Working Group / Not In Our Town
P.O. Box 70232
Oakland, CA 94612

PBS®

Partial funding provided by the Public Broadcasting Service

Contents

Acknowledgments . . . . . **iv**
Introduction **1**
Film synopsis 2
Hosting a Screening of the Film **3**
Suggested audiences 3
Internal agency 3
Youth / school 4
Community – open to the public 5
Community – invited groups 6
Facilitating discussion 6
Key Community Policing Strategies **9**
Supplemental Film Resources **15**
Other Resources **17**
Appendix A. Talking Points for Officers Leading Discussions of the Film **21**
Appendix B. Key People in the Film **23**
About the COPS Office **24**

Acknowledgments

The COPS Office and Not In Our Town would like to express deep gratitude to the law enforcement representatives listed below who provided feedback about the crucial discussion topics and community policing best practices that should be addressed in discussions of the film *Not In Our Town: Light in the Darkness*. In most instances, these dedicated professionals shared insights based on their own experiences of screening the film for a law enforcement training or a public event co-presented with community partners during the national engagement campaign that launched with the 2011 PBS broadcast of the film. Additional representatives viewed the film with the specific intention of contributing ideas and recommendations for this guide. We are honored and pleased to share with the greater law enforcement community the expertise of the following individuals:

- Bruce Felton, Lieutenant, Solon (Ohio) Police Department
- Dennis Kim, Officer, Roseville (Minnesota) Police Department
- Josef Levy, President, Embassy Consulting Services, and Commander (retired), Long Beach (California) Police Department
- Gretchen Lorenzo, Senior Crime Prevention Coordinator, Ft. Myers (Florida) Police Department
- Travis Martinez, Lieutenant, Redlands (California) Police Department
- David Pawlak, Sergeant, Skokie (Illinois) Police Department
- Everette B. Penn, Founder and Principle Investigator, TAPS (Teen and Police Service) Academy, and Associate Professor of Criminology, University of Houston, Clear Lake
- Erika Scheider, Lieutenant, Roseville (Minnesota) Police Department
- Dave Smith, Chief of Police, Riverton (Illinois) Police Department
- George K. Steuer, Supervisory Special Agent, Civil Rights Unit, FBI Headquarters

Introduction

This guide identifies discussion topics and community policing best practices for law enforcement representatives organizing internal agency screenings or community screenings of the PBS documentary film *Not In Our Town: Light in the Darkness*. You can use this guide in conjunction with

- *Light in the Darkness Discussion Guide for Community Screenings;*
- *Viewing "Not In Our Town: Light in the Darkness" in Your Classroom;*
- *Light in the Darkness Screening Kit.*

All of these materials are included in the Supplemental Film Resources list on page 15. Beginning on page 17, the Other Resources list identifies additional materials to help law enforcement address many of the community policing issues highlighted by the film.

Not In Our Town: Light in the Darkness is a one-hour documentary about a town taking action after anti-immigrant violence devastates their community and thrusts them into the international media spotlight. While starkly revealing the trauma of hate, the film provides a blueprint for people who want to do something before intolerance turns to violence. You should allot at least 45 minutes for discussion after screening the film. An abbreviated, 30-minute version is available for events with limited time.

Photo credit: Jackson Hill Photography

Detective (then Officer) Lola Quesada of the Suffolk County Police Department at the two-year anniversary vigil for Marcelo Lucero

The program addresses the following community policing issues:

- Bridging the divide between police and local immigrant populations
- Dealing with youth violence perpetrators
- Improving hate crime investigations and reporting

Film synopsis

In 2008, a series of attacks against Latino residents of Patchogue, New York, ended with the killing of 37-year-old Marcelo Lucero, an Ecuadorian immigrant who had lived in the town for 13 years. Seven local high school students arrested for the crime admitted they were "looking for a Mexican" to beat up.

Over a two-year period, the film follows Patchogue Mayor Paul Pontieri, an Italian-American in his 60s, as he is jolted into action. "I couldn't believe it happened here in the town where I grew up, in the village that I love," says Pontieri while he stands at the site where Marcelo Lucero was murdered. "But it happened on my watch, and I have to take responsibility."

Pontieri leads diverse community stakeholders and residents to openly address the underlying causes of the violence and to initiate a broad series of ongoing community actions to ensure everyone in their town is safe and respected.

In the weeks following the murder, Mayor Pontieri begins a series of meetings with Latino residents to understand their experiences and fears. Thousands of residents gather for a candlelight vigil in the pouring rain where the victim's younger brother, Joselo Lucero, bravely steps out from the shadows to seek justice for his brother and to urge people to come together.

For the first time, the Suffolk County Police Department assigns Spanish-speaking officers to conduct outreach to the Latino immigrant community. Faith leaders mobilize their congregations, and educators and school administrators develop creative anti-bias programs. Concerned by the dehumanizing rhetoric about immigrants that dominates national media and political debates, Pontieri and town trustees vote on a resolution regarding the use of language in their own discussions about immigrants.

The story of the murder of Marcelo Lucero in Patchogue shatters the belief that "this couldn't happen where I live." The strife in this town mirrors some of the most complex and hotly debated topics in our country today, providing a snapshot of the current state of our sharpest divisions over race, immigration, faith, and identity. As the Patchogue story demonstrates, hate is a community challenge, not simply a criminal issue. The town's commitment to taking action provides a powerful blueprint for people everywhere.

For more information about the film, please visit www.niot.org/lightinthedarkness or www.pbs.org/niot.

Hosting a Screening of the Film

Not In Our Town: Light in the Darkness focuses on a community in crisis in the wake of anti-immigrant violence, but you can organize film screenings and discussions in any community to spark meaningful conversations about tensions between different groups; ways to improve relationships between police and your community; and the need for all residents to take responsibility for maintaining a safe, inclusive environment. Depending on the circumstances, you can show either the entire film or select multiple excerpts to frame your discussion.

Designing a Program that Meets Your Agency's Needs

When planning a screening of *Not In Our Town: Light in the Darkness* for any audience, you can access many other valuable, free resources to help develop your agenda and guide a productive conversation:

- The appendixes, which start on page 21, offer concise talking points to help facilitators frame the program and provide context for the urgent problems it surfaces.
- The resource lists, beginning on page 15, highlight supplemental viewing guides created specifically for community and youth audiences and guides to help law enforcement address relevant public safety topics like community policing in immigrant communities, overcoming language barriers, and accurately reporting hate crimes.

Drawing on these combined resources, your agency will have the opportunity to create a public event or internal training session that focuses directly on the challenges it faces and to initiate an action plan to respond to them effectively.

Suggested audiences

Internal agency
Host a candid, problem-solving conversation within your agency to outline potential local threats and identify opportunities to improve community policing practices. You can also incorporate a film screening into a broader hate crimes training session by inviting outside agencies and victims' assistance representatives to speak after the screening and provide expertise about various topics, including the defining characteristics of a hate crime, new trends or regional shifts in organized hate group activity, and resources available for victims.

Suggested discussion questions include the following:

- What did the police department miss in Suffolk County?
- Are there risks in our department for missing recurring hate and bias attacks?
- Do our officers fully understand what constitutes a hate crime and their responsibilities to report and thoroughly investigate alleged hate crimes?
- Are our department's hate crime reporting protocols transparent and accessible to people and communities who may be targets of hate?

- Is our department actively promoting and maintaining positive relations with the community, especially those typically targeted by hate crime?
- Can our department reach out to new community groups or individuals to increase intelligence and build trust for better reporting?
- What else can members of our department do to enhance public confidence in our commitment to address hate crimes and to encourage hate crime reporting?
- What other improvements can our department make to address these issues?

Youth/school

The violence in the film is perpetrated by teenagers, apparently without the knowledge of their parents, law enforcement agents, civic leaders, or school administrators. As part of an afterschool program or via a school resource or school liaison officer, engage high school students in a dialogue about the need to speak up when something happens and the consequences of perpetrating or turning a blind eye to hate activity. This provides an opportunity to address existing conflicts between groups in the school and also serves to educate and help shift the attitudes of the next generation. The guide *Viewing Not In Our Town: Light in the Darkness in Your Classroom* outlines extensive discussion questions and activities for screenings with students. In addition, a screening with school personnel and district leaders as part of cultural competency or professional development trainings can help set the tone and establish a clear message from the top.

For a screening with youth, consider showing the 30-minute version of the film or selecting a series of excerpts from the hour-long version to maximize discussion time and focus their attention effectively. Also, keep in mind that the story might be especially upsetting to youth and the school community, so you should take time to prepare the audience in advance. Clarify that most incidents and warning signs will not be so extreme, and the violence perpetrated by the high school students portrayed in the film is not common.

Additional post-screening student activities you might consider leading, perhaps in conjunction with an educator or other facilitator, include the following:

- Role-playing different characters in the film, allowing students to reflect personally on the different experiences and perspectives of the people in the town, followed by a guided discussion that addresses the feelings and open issues that emerged during the course of the exercise
- A free-writing exercise to reflect on the film, discussion, and other related program activities

Suggested discussion questions include the following:

- Are students at your school divided by identity? Do people experience intolerance and bullying in your school?
- Mike, a friend of the perpetrators, said he regretted not reporting what he knew about the attacks. Why do you think students and community members find it difficult to speak up and report an injustice committed by someone they know?

- Kaleigh decided she had to stand up and let the Latino community know that there were students at her high school who condemned the actions of the attackers. Why was it important for Kaleigh and the other students to take action?
- Many students knew about the attacks on Latino residents. Could anything have made it easier for these students to report the incidents to school officials or the police?
- What actions can students take to let their peers who bully, harass, or attack others because of their identity know that they are "not cool"?
- What can the police department do to provide a better way for students to report acts of hate?

Community – open to the public

A public screening of the film, co-hosted with other community partners, can be a low-pressure way to draw people together for a conversation. A community screening might be organized as a way to address current tensions within the community and establish a plan to resolve them. Alternatively, it might serve to reinforce positive relations with diverse stakeholders and to keep residents and groups active and engaged in the partnership with law enforcement in the absence of a crisis. Recruiting a local news personality, educator, or other neutral party to serve as moderator can emphasize that the event provides a safe space for all residents to interact and share their thoughts. Be prepared to discuss positive solutions to problems that surface and respond to potential challenges about perceived negative interactions with the police. The *Light in the Darkness Discussion Guide for Community Screenings* provides extensive guidance about organizing and facilitating a community screening.

> *"Be the person who is extending the olive branch and trying to come up with a solution to a problem that is affecting everyone."*
>
> – ***Gretchen Lorenzo***
> *Senior Crime Prevention Coordinator, Ft. Myers (Florida) Police Department*

Suggested discussion questions include the following:

- In what ways is Patchogue similar to our community? Are any of the warning signs you saw in Patchogue visible in our community, toward immigrants or any other group?
- Who is invisible or marginalized in our community?
- Identify three or four specific issues or challenges facing our community regarding inter-group relations and social justice?
- What actions will address these concerns? Are they practical and doable? Who needs to be involved? How do we engage the key stakeholders and other members of the community?
- What existing community programs or activities can be strengthened to help promote these goals? What barriers do we face, and how might we overcome them?
- What can the police department do to provide a better way for community members to report acts of hate?

Community – invited groups
When tensions are erupting between specific segments of the community, or between a specific population and the police, you can use a community screening to draw together key parties and launch a problem-solving conversation. Your objectives might be to initiate dialogue, to encourage attendees to participate in neighborhood crime prevention efforts, or to promote a better partnership with law enforcement. Open community screenings might not attract the specific individuals or segments of the community that are experiencing or perpetrating victimization; thus, organizing a targeted screening can help focus on threats and deep-seated hostilities in the community.

Suggested discussion questions include the following (see also the "Community – open to the public" audience questions):

- What was the most upsetting thing you saw in the film?
- Who in the film did you most relate to? Why?
- Acts of bullying and harassment often escalate into more serious offenses; are you aware of any signs of intolerance in our community that may not be crimes but could signal bias that should be monitored?
- Are there attacks going on in our community? Do you feel safe to report them? If not, what can the police department do to make reporting easier?
- In what ways do you feel people in our community may justify inaction and ignorance to the issues?

Facilitating discussion

The supplemental resource *Light in the Darkness Discussion Guide for Community Screenings* provides important tips for logistical preparation and leading difficult conversations.

For any audience, consider organizing attendees into break-out groups for part of the discussion. Especially in a large group, difficult or open-ended questions might make some people feel uncomfortable or shy about speaking out; these individuals might share more openly in a smaller group. One person from each group can be responsible for reporting back to the larger audience about the experiences, perceived challenges, proposed strategies, or other issues raised in the break-out session.

In a theater setting where break-out sessions are logistically difficult, encourage attendees to hold a five-minute conversation about whom they related to and why with the person in the next seat. You could conclude the segment by asking three or four pairs to share their findings with the larger audience. Taking about 10 to 15 minutes on this exercise may serve as a useful warm up for those who are reluctant to speak in groups.

Strengthening the Law Enforcement Community: Share Your Experience

The story of the tragic lessons learned by law enforcement and community partners in Suffolk County serves as a compelling starting point for dialogue and proactive planning in cities and towns everywhere. Nationwide, law enforcement agencies are working independently to tackle complex problems and maintain positive community relations. Learning about the challenges another agency has faced, and the steps it took to respond, can provide valuable insights that support the efforts of law enforcement representatives everywhere.

If you organize a screening of *Not In Our Town: Light in the Darkness* in your community, please consider getting in touch with NIOT to share details about your experiences. By sharing stories of positive local action and best practices used in the face of hate and intolerance, NIOT seeks to support a national network of law enforcement leaders and other stakeholders committed to safe, inclusive communities. NIOT regularly highlights local stories in blog posts, profiles, and video segments featured on its web page for law enforcement at www.NIOT.org/COPS and its flagship website for all community partners at www.NIOT.org.

NIOT would love to hear what you are doing in your community. Please contact NIOT at cops@niot.org or 510-268-9675.

Photo credit: Jackson Hill Photography

Students at South Ocean Middle School listen to Joselo Lucero speak on the anniversary of his brother Marcelo's death

Photo credit: Jackson Hill Photography

Community portrait on the two-year anniversary of Marcelo Lucero's death

Key Community Policing Strategies

Not In Our Town: Light in the Darkness tells the story of a tragedy that rippled through an entire town, launching a period of reflection and problem solving for all community stakeholders.

In response to the film, law enforcement representatives highlighted these community policing best practices that can help a law enforcement agency engage diverse populations, recognize patterns of attacks, and ensure the safety of all residents:

Investigate every incident.
No matter how minor an incident might appear, investigate it fully. Recognize that an incident (e.g., harassment, attacks, vandalism, and arson) could be a warning sign of a broader pattern or an example of low-level criminal activity that could escalate. By taking every incident seriously, even if it does not appear definitively to be a hate crime, law enforcement helps instill confidence in the community and helps minimize potential, and possibly more serious, incidents in the future.

Prioritize and invest in cultural competency and diversity training for officers.
As a general rule, and especially as community demographics change and become more diverse, it is crucial to conduct trainings that increase awareness of different cultural groups and address issues of personal bias within departments. Your law enforcement agency can contract outside agencies to perform these trainings, and it can organize forums between law enforcement and different groups in the community to discuss perceptions, expectations, and questions openly. Reiterate to your agency that a public officer in uniform serves as protector of the entire community—not just the community he or she grew up with or feels most comfortable with; all residents need to feel they can trust officers.

> *"As a police officer, you are likely going to be the first responder to a hate incident or crime. You are in a uniform, you are the protector, you are the individual whom a victim and the community rely upon to recognize the impact of the crime and to reassure them that those responsible will be aggressively pursued and justice served."*
>
> *– George K. Steuer*
> *Supervisory Special Agent, Civil Rights Unit,*
> *FBI Headquarters*

Eliminate language barriers.
One reason local police missed the pattern of attacks targeting the Latino community in Suffolk County was that the police department didn't have a uniform system in place to document reports consistently and accurately from Spanish-speaking residents. After the tragedy, the Suffolk County Police Department assigned Spanish-speaking officers to Patchogue for the first time. To establish a true working relationship with the community, law enforcement must be able to communicate with all segments of the population, either with previously assessed dual-language officers or through the use of a telephonic or other language interpretation services. In emergency situations, other bilingual individuals can provide language assistance but only until the officer is able to obtain the services of an assessed officer or another approved service.

Establish partnerships with members of different racial, ethnic, and cultural groups.
Make a commitment to establish positive working relationships with representatives of the diverse groups living in your community—don't wait for a crisis to happen before reaching out. Through regular individual meetings or a "chief's advisory group," get to know the underlying issues and tensions that exist within and between these groups. Having a clear understanding of the climate in the community gives law enforcement the opportunity to reach out to community partners and initiate preventive programs to defuse tensions before they erupt into violence.

According to 2012 national hate crime statistics,[1] the primary motivator for hate crimes was race, followed by religion and sexual orientation. With this in mind, when was the last time your agency met with residents and leaders in your community who represent these potential victim groups? Are they afraid to talk to the police? Identify contacts in the appropriate groups and make a point of regularly reaching out to them, talking with them, and figuring out how to better serve them.

Identify and reach out to marginalized populations.
Do segments of your community appear "invisible" to the greater population? For example, can you identify groups that don't participate in local politics or civic activities, or immigrant communities that might not report crimes because they distrust or fear the police? In some cases, an immigrant community might be very private and keep to itself. Establishing community relations with these groups can take a long time, but it is crucial to identify and reach out to them to build trust and open dialogue.

Get out in the community.
Law enforcement should serve as the "eyes and ears" of a community and be completely aware of what's going on. Be proactive about spending time out in the field, solidifying your agency's relationships with local businesses, faith leaders, community groups, and other residents. On a slow day, stop by and talk with people, have a cup of coffee with a contact, and ask about recent activity. Make known that you are available if they need to call or text you about an incident. Don't wait for an incident to occur to reach out to community members.

1. Based on the FBI Uniform Crime Reporting (UCR) Hate Crime Statistics, 2011, www.fbi.gov/about-us/cjis/ucr/hate-crime/2011, as well as initial data from the unpublished *Hate Crime Statistics, 2012* report and internal auditing by the FBI, according to an FBI source.

> *"Don't wait for a hate crime or a crisis to happen in your town before you react and respond. Have mechanisms and programs in place, and take a preventive approach rather than a reactive approach. Make sure you have partnerships and well-established relationships with members of different racial, ethnic, and cultural groups in your community."*
>
> *– Josef Levy*
> *President, Embassy Consulting Services,*
> *and Commander (retired), Long Beach (California) Police Department*

Encourage groups to report hate crimes.
As part of your agency's partnership with diverse groups in the community, encourage them to reach out to law enforcement and file the proper paperwork after an incident occurs. If your agency offers a tip line, make sure this information is widely available, especially if your agency has a language line that allows a translator to be easily accessible. Also, encourage community leaders to serve as liaisons, speaking up for other residents and sharing information about incidents that have taken place.

Openly explore hate crime statistics in your region.
Within your agency, during community meetings, and in conversations with diverse community groups, draw attention to the official statistics reported from your region, and ask if these numbers seem accurate. Do the statistics represent what has really been going on in the community? Or is there a need to raise awareness about the issue and reiterate to residents how they can report incidents?

Alert parents and schools to pay attention to warning signs.
The teenagers in the film who perpetrated the violence had been attacking Latino residents in the community on a regular basis. It is imperative that parents and schools learn to watch for troubling changes in the behavior of youth and recognize potential warning signs. When your agency reaches out to both sectors, raise awareness about incidents taking place in the community, and glean any information available. While First Amendment freedom of speech rights obviously can't be infringed upon, parents and schools can intervene and raise awareness about hostile speech or actions that target a specific segment of the community.

Inspire youth to do the right thing.
In outreach to youth, promote education about and appreciation for the diversity in the community. Also, emphasize the importance of having the moral character to speak up and report activity that is harmful—before it gets to the point of violence. Explain that by ignoring the activity, that individual is serving as a silent participant. Teach youth that they can report a harmful activity or action to a responsible adult without getting directly involved in a dangerous situation. Social media technology adds another element to this issue: make sure youth know the consequences of passing around video or other evidence of criminal activity, even if they were not directly involved in the act(s) portrayed.

Directly engage youth in crime prevention.
Invite youth to participate in existing neighborhood crime prevention groups, or initiate a special youth crime prevention group, so young people are actively engaged in the community and crime prevention.

Educate youth about the serious consequences of perpetrating a hate crime.
As part of your agency's outreach efforts to youth, be clear about the potentially devastating consequences that participating in a hate crime can have on their lives. Especially in conversations with youth who have participated in lower-level incidents, including vandalism or shouting hate-fueled epithets, make sure they understand the ramifications of a potential escalated act and being charged with a hate-crime enhancer. Plans for college, professional careers, and personal lives can be derailed. By leading or going along with a hate crime attack, they can be committing an act they will regret for the rest of their lives.

Establish a pattern of convening and discussion within the community.
Motivating community members in the absence of a crisis can be challenging, but maintaining dialogue with and among the community is crucial for hate crime prevention. By organizing a screening of a film like this and other low-pressure, compelling public events, maintain a consistent outreach effort and positive visibility. Work with other community partners to help maintain the momentum and facilitate organizing.

Commit to a long-term approach.
Understand that change doesn't take place overnight. Even if your agency is making a significant effort and practicing wide-ranging community policing strategies, it takes time to establish strong relationships, build trust, and change attitudes. Also, when your agency first implements community policing practices, it involves an enormous responsibility on the part of law enforcement; but over time, the relationships your agency builds will become increasingly valuable, and other sectors of the community will begin to take responsibility for the partnership.

Confronting an Urgent Challenge: The Hate Crimes Reporting Gap

Hate and bias crimes targeted at victims based on their perceived ethnicity, religion, language, nationality, gender identity, or immigrant status are a widespread problem within the United States. However, a serious discrepancy exists between the number of people victimized by hate crimes and the number of hate crimes actually reported to law enforcement and officially documented—and the situation appears to be getting worse.

A 2013 study released by the U.S. Department of Justice's Bureau of Justice Statistics* reported that more than 250,000 Americans over the age of 12 are victimized by hate crimes each year, but nearly two out of three of these hate crimes currently go unreported to police. Other alarming statistics revealed in the study include the following:

- 24 percent of victims who responded to a survey between 2007–2011 said they did not report the crime because **they did not believe the police could or would help**; this is up from 14 percent in 2003–2006.
- The number of responders who cited **a fear of reprisal or getting the offender in trouble** rose to 15 percent in 2007–2011 from 9 percent in 2003-2006.
- 92 percent of all hate crimes between 2007 and 2011 were violent.
- Despite a rise in violent hate crime, the number reported to police declined from 46 percent in 2003–2006 to 35 percent in 2007–2011.

These shocking statistics pose an urgent nationwide challenge to law enforcement agencies committed to protecting the safety of all members of their communities. Hate crimes not only devastate lives and families but also can shatter trust in civic institutions and lead the targeted population to pull away from public life. To help prevent hate crimes and actively support victims and targeted communities, it is crucial for law enforcement agencies to build and maintain strong relationships with the diverse populations they serve and to focus on rebuilding mutual trust where fear or distrust have developed.

Used in conjunction with the discussion guide for community screenings and this law enforcement guide, the film *Not In Our Town: Light in the Darkness* can be used as a tool to initiate important conversations and identify new proactive community policing strategies that promote mutual trust, improve hate crime reporting, and address tensions before they erupt into violence.

---

* Nathan Sandholtz, Lynn Langston, and Michael Planty, *Hate Crime Victimization, 2003–2011* (Washington, DC: U.S. Department of Justice, Bureau of Justice Statistics, 2013), http://bjs.gov/content/pub/pdf/hcv0311.pdf.

Photo credit: Jackson Hill Photography

Vigil on the one-year anniversary of Marcelo Lucero's death

Supplemental Film Resources

Not In Our Town: Light in the Darkness

To purchase a DVD of the one-hour version or 30-minute abbreviated version of this film, or to request a "loaner" DVD for a planned screening, please visit the Not In Our Town website at www.niot.org/lightinthedarkness/screenings. The one-hour version of the film can be previewed in its entirety on PBS's website at http://video.pbs.org/video/2137348207.

Both the 60- and 30-minute versions come with a screening guide, discussion guide, and 10 supplemental web videos.

Light in the Darkness: Discussion Guide for Community Screenings

www.niot.org/sites/default/files/Discussion_Guide.pdf

This guide is intended for diverse community groups, law enforcement officials, faith communities, and others as a tool to process the film in a productive and mutually supportive way. The ultimate goal is to inspire action to prevent hate crime and ensure safety and respect for all. Topics include logistical preparation, a suggested discussion agenda, and tips for leading difficult conversations.

Light in the Darkness Lesson Plans: Using Short Clips and Post-Screening Discussion

www.niot.org/nios/lesson/light-darkness-using-short-clips-and-post-screening-discussion

Created especially for high school students, these lesson plans focus on discussion questions and activities that can follow screenings of *Not In Our Town: Light in the Darkness* or a presentation of short video clips from the film. Guided activities include group discussions among students and a writing exercise inspiring students to express their reactions to clips and note any questions they have.

Light in the Darkness Screening Kit

wwws.niot.org/lightinthedarkness/screening-kit

The resources in this online kit help organizers promote and evaluate local community screenings of *Not In Our Town: Light in the Darkness*.

Viewing "Not In Our Town: Light in the Darkness" in Your Classroom

www.niot.org/nios/lesson/facing-history-discussion-guide-viewing-not-our-town-light-darkness-your-classroom

A screening of *Not In Our Town: Light in the Darkness* can help launch discussions about race, diversity, and acceptance in a classroom setting. Created by the organization Facing History and Ourselves, this viewing guide for educators outlines suggested pre-viewing and post-viewing activities and questions that will help foster a safe classroom discussion for all students. To frame the experience for students, the guide begins with the following three questions: what is a community, what does it mean to live in a safe and welcoming community, and how can a community respond when its safety has been damaged?

Photo credit: Jackson Hill Photography

Medford high school students and Mayor Paul V. Pontieri, Jr. attended "Raising the Curtain on Unity," a multi-cultural performance event dedicated to unity and inclusiveness. After the killing of Marcelo Lucero, concerned community members of Patchogue formed the Unity Coalition and hosted the evening to bring residents together.

Other Resources

Bridging the Language Divide: Promising Practices for Law Enforcement

http://ric-zai-inc.com/ric.php?page=detail&id=COPS-P159

This report details numerous promising practices in overcoming language barriers in law enforcement agencies. Changing demographics across the country have led to a need for law enforcement agencies to be able to communicate more effectively with the people in their jurisdiction. The COPS Office and the Vera Institute of Justice partnered together to identify and disseminate promising practices that agencies have implemented so that others can model programs after these practices to address the language barriers they face.

Building Strong Police-Immigrant Community Relations: Lessons from a New York City Project

http://ric-zai-inc.com/ric.php?page=detail&id=COPS-W0017

This publication describes a COPS Office-funded project with the Vera Institute of Justice, which worked in conjunction with the New York City Police Department (NYPD) to strengthen relations between police and new immigrant communities. Police officials met with members of three immigrant communities in a series of forums to discuss barriers to trust, strategies for building better police-community relations, and broader policy concerns affecting the police-community relationship. The publication will assist police departments, local-level government officials, and community groups interested in building good relations between the police and immigrant communities.

Building Stronger, Safer Communities: A Guide for Law Enforcement and Community Partners to Prevent and Respond to Hate Crimes

http://ric-zai-inc.com/ric.php?page=detail&id=COPS-P270

This guide produced by the COPS Office and Not In Our Town offers leadership strategies and actionable tactics to help law enforcement agencies work with community partners. Real-life examples, documented by the Not In Our Town movement against hate and intolerance, illustrate how agencies can work with community stakeholder to create an atmosphere where hate is not tolerated and take positive steps in the aftermath of a hate crime. The guide also provides multiples lists of resources to promote action, engagement, and empowerment for the community and law enforcement.

Photo credit: Jackson Hill Photography

Joselo Lucero speaking to students at South Ocean Middle School about his brother's death

The Collaboration Toolkit for Law Enforcement: Effective Strategies to Partner with the Community

http://ric-zai-inc.com/ric.php?page=detail&id=COPS-P221

Community leaders, researchers, and police officials know the police cannot substantially impact crime by themselves. Community involvement and collaboration is an integral part of any long-term, problem-solving strategy. At the most basic level, the community provides law enforcement agencies with invaluable information on both the problems that concern them and the nature of those problems. This toolkit helps law enforcement initiate partnerships within their communities to collaborate on solving crime problems at the neighborhood level.

Hate Crime Data Collection Guidelines and Training Manual

www.fbi.gov/about-us/cjis/ucr/hate-crime/data-collection-manual

This publication, a merger of two earlier publications *(Hate Crime Data Collection Guidelines and the Training Guide for Hate Crime Data Collection)*, reflects the changes in the Hate Crime Act and is intended to assist law enforcement agencies with collecting and submitting hate crime data to the FBI UCR Program, as well as with establishing an updated hate crime training program for their personnel. In addition to providing suggested model reporting procedures and training aids for capturing the new bias motivations, the manual is written to raise law enforcement officers' awareness of the hate crime problem.

Not In Our Town: Working Together for Safe, Inclusive Communities

www.niot.org/cops

The COPS Office and Not In Our Town have joined forces to create vital new tools to help law enforcement professionals and community partner's work together to prevent hate crimes, improve hate crime reporting, and address underlying tensions that can lead to violence. Project resources include an online hub at NIOT.org/COPS, a series of new films and action guides highlighting successful practices, and a network of law enforcement leaders committed to spreading community policing strategies that promote safety and inclusion for all.

Overcoming Language Barriers: Solutions for Law Enforcement

http://ric-zai-inc.com/ric.php?page=detail&id=COPS-P138

This publication provides law enforcement agencies with strategies to best ensure language access to the limited English proficient (LEP) populations in their jurisdiction. It discusses how law enforcement agencies of different sizes, capacities, and circumstances can begin to address language barriers they encounter through promising practices such as developing a language access policy and plan, cultivating bilingual personnel, and pooling and leveraging resources. Limited hard copies are available from the Vera Institute of Justice.

Policing in New Immigrant Communities

http://ric-zai-inc.com/ric.php?page=detail&id=COPS-P162

The common challenges that law enforcement agencies face when working with immigrant communities include language barriers, fear of police, and cultural differences, among others. To address these challenges and discuss promising practices for cultivating, maintaining, and restoring partnerships to keep communities safe, the COPS Office, in partnership with the Vera Institute of Justice, sponsored a focus group comprising leading law enforcement leaders, experts, and community leaders from five jurisdictions in the United States. This report is based on that discussion.

Responding to Hate Crime: A Multidisciplinary Curriculum for Law Enforcement and Victim Assistance Professionals

www.ncjrs.gov/ovc_archives/reports/responding/welcome.html

This six-session training program is intended for an integrated audience of law enforcement and victim assistance professionals to address a range of issues relevant to bias crime.

Photo credit: Jackson Hill Photography

Patchogue Library's Gilda Ramos translates at the two-year anniversary vigil for Marcelo Lucero

Appendix A. Talking Points for Officers Leading Discussions of the Film

Description of the film

Not In Our Town: Light in the Darkness is a documentary about a town standing together to take action after anti-immigrant violence devastates the community and thrusts them into the international media spotlight. Over a two-year period, the story follows community leaders and residents as they openly address the underlying causes of the violence, work to heal divisions, and begin taking steps to ensure everyone in their town will be safe and respected. The story demonstrates that hate is a community challenge, not simply a criminal issue.

Definition of a hate crime

The Hate Crimes Statistics Act[2] defines hate crimes as those crimes that "manifest evidence of prejudice based on race, gender and gender identity, religion, disability, sexual orientation, or ethnicity."

The hate crimes reporting gap

An alarming discrepancy exists between the number of people victimized by hate crimes and the number of hate crimes actually reported to law enforcement and officially documented—and the situation appears to be getting worse. According to a 2013 study,[3] more than 250,000 Americans over the age of 12 are victimized by hate crimes each year, but nearly two out of three of these hate crimes currently go unreported to police. The report also reveals that 24 percent of victims who responded to a survey between 2007–2011 said they did not report the crime because they did not believe the police could or would help. In addition, 15 percent of responders between 2007–2011 stated they were afraid of reprisal or getting the offender in trouble.

Hate crimes not only destroy lives and devastate families but can also traumatize the communities in which they occur. It is crucial that law enforcement work together with the community to prevent hate crimes, improve hate crime reporting, and address underlying tensions that can lead to violence.

2. Hate Crime Statistics Act, 28 U.S.C. § 534 (b) (1) (2009), http://uscode.house.gov/download/pls/28C33.txt.
3. Nathan Sandholtz, Lynn Langston, and Michael Planty, *Hate Crime Victimization*, 2003–2011 (U.S. Department of Justice, Bureau of Justice Statistics, 2013), http://bjs.gov/content/pub/pdf/hcv0311.pdf.

Key lessons from Suffolk County

In the aftermath of the murder of Marcelo Lucero in Patchogue, the U.S. Department of Justice identified and provided recommendations for the problems the Suffolk County Police Department needed to address within its agency.[4]

Problems included the following:

- Inconsistent tracking and reporting of hate crimes
- Failure to instruct officers adequately to understand what hate crimes are
- Police policy and instructional documents containing "vague and inconsistent" guidance on hate crimes; for example, not making clear that youth could be charged with hate crimes
- Failure to recognize the severity of criminal conduct by brushing off attacks as "just kids being kids"

Recommendations included the following:

- Assessed bilingual officers, particularly because the department has sizeable limited English-proficient communities
- Toll-free bilingual civilian complaint hotline
- Community outreach
- More training to promote familiarity with other cultures
- Enhanced community policing efforts
- Vital documents translated into appropriate languages and a process for engaging limited English-proficient individuals, either through bilingual officers or a telephonic language line or similar service

4. U.S. Department of Justice, Civil Rights Division, letter to Suffolk County Executive Steve Levy, September 13, 2011, www.justice.gov/crt/about/spl/documents/suffolkPD_TA_9-13-11.pdf.

Appendix B.
Key People in the Film

These four Patchogue residents profiled in the film took action to change their community:

Paul Pontieri, mayor of Patchogue, led diverse community stakeholders and residents to openly address the underlying causes of the violence and to initiate a broad series of ongoing community actions to ensure everyone in the town is safe and respected. In the weeks following the murder, he began a series of meetings with Latino residents to understand their experiences and fears. Four months after Marcelo Lucero's murder, the mayor led the Patchogue Board of Trustees to pass a resolution stating that "thoughtful discourse can only occur in an environment free of hatred and vilification" and that anti-immigrant rhetoric harms not only targeted groups but also "our entire social fabric."

Lola Quesada, Suffolk County police officer, appeared on talk radio to inform immigrants about their rights and encourage them to report hate attacks to police. She also taught essential Spanish to police recruits in 2010. Now detective in the Hate Crimes Unit, she attends public meetings as a liaison between the immigrant community and the Suffolk County Police Department.

The publication *Building Stronger, Safer Communities: A Guide for Law Enforcement and Community Partners to Prevent and Respond to Hate Crimes*[5] includes an informative Q&A interview with Detective Quesada about her experiences working with the Latino immigrant community in the aftermath of the tragedy.

Joselo Lucero, brother of Marcelo Lucero, followed his older brother, Marcelo, from their hometown in Ecuador to the Village of Patchogue. Shocked by his brother's murder, Joselo called for justice and an end to hatred and brought attention to anti-immigrant violence in Suffolk County. Thrust into a public role as a voice for change, Joselo continues to urge people to come together so that a tragedy, like his brother's death, never happens again.

Gilda Ramos, librarian assistant at the Patchogue-Medford Library, and librarian Jean Kaleda learned one week before Marcelo Lucero's murder that people were afraid to attend evening ESL classes at the library for fear of being attacked at night. Kaleda and Ramos called for community meetings at the library and created a safe haven for the local immigrant community to heal after the murder. Ramos translated crucial conversations between Patchogue's Spanish-speaking residents and their neighbors.

If you have questions or would like additional information, please contact:

Not In Our Town

PO Box 70232
Oakland, CA 94612

Telephone: 510-268-9675
Fax: 510-268-3606
info@NIOT.org

facebook.com/notinourtown
twitter.com/notinourtown
www.NIOT.org

5. Kelly Whalen, Nazmia Alqadi, and Libby McInerny, *Building Stronger, Safer Communities: A Guide for Law Enforcement and Community Partners to Prevent and Respond to Hate Crimes* (Washington, DC: U.S. Department of Justice, Office of Community Oriented Policing Services, 2013), http://ric-zai-inc.com/ric.php?page=detail&id=COPS-P270.

About the COPS Office

The Office of Community Oriented Policing Services (COPS Office) is the component of the U.S. Department of Justice responsible for advancing the practice of community policing by the nation's state, local, territory, and tribal law enforcement agencies through information and grant resources.

Community policing is a philosophy that promotes organizational strategies that support the systematic use of partnerships and problem-solving techniques, to proactively address the immediate conditions that give rise to public safety issues such as crime, social disorder, and fear of crime.

Rather than simply responding to crimes once they have been committed, community policing concentrates on preventing crime and eliminating the atmosphere of fear it creates. Earning the trust of the community and making those individuals stakeholders in their own safety enables law enforcement to better understand and address both the needs of the community and the factors that contribute to crime.

The COPS Office awards grants to state, local, territory, and tribal law enforcement agencies to hire and train community policing professionals, acquire and deploy cutting-edge crime fighting technologies, and develop and test innovative policing strategies. COPS Office funding also provides training and technical assistance to community members and local government leaders and all levels of law enforcement. The COPS Office has produced and compiled a broad range of information resources that can help law enforcement better address specific crime and operational issues, and help community leaders better understand how to work cooperatively with their law enforcement agency to reduce crime.

- To date, the COPS Office has invested more than $14 billion to add community policing officers to the nation's streets, enhance crime fighting technology, support crime prevention initiatives, and provide training and technical assistance to help advance community policing.
- To date, the COPS Office has funded approximately 125,000 additional officers to more than 13,000 of the nation's 18,000 law enforcement agencies across the country in small and large jurisdictions alike.
- Nearly 700,000 law enforcement personnel, community members, and government leaders have been trained through COPS Office-funded training organizations.
- As of 2013, the COPS Office has distributed more than 8.57 million topic-specific publications, training curricula, white papers, and resource CDs.

COPS Office resources, covering a wide breadth of community policing topics—from school and campus safety to gang violence—are available, at no cost, through its online Resource Center at www.cops.usdoj.gov. This easy-to-navigate website is also the grant application portal, providing access to online application forms.

This guide identifies discussion questions and community policing best practices for law enforcement representatives organizing internal agency screenings or community screenings of the PBS documentary film *Not In Our Town: Light in the Darkness*, which profiles a town taking action after anti-immigrant violence devastates the community. The film focuses on lessons learned from the tragedy and the commitments town leadership and everyday residents make to address the underlying causes of the violence, heal divisions, and begin taking steps to ensure everyone will be safe and respected. The guide also addresses challenges to hate crime reporting and outlines additional resources available to law enforcement for screenings. Used together, the film and guide can help agencies initiate important conversations and develop proactive community policing strategies that promote mutual trust, improve hate crime reporting, and address tensions before they erupt into violence.

A joint project of:

COPS
Community Oriented Policing Services
U.S. Department of Justice

U.S. Department of Justice
Office of Community Oriented Policing Services
145 N Street NE
Washington, DC 20530

To obtain details on COPS Office programs,
call the COPS Office Response Center at 800-421-6770.

Visit the COPS Office online at www.cops.usdoj.gov.

NOT IN OUR TOWN
STOP HATE. TOGETHER.

The Working Group / Not In Our Town
P.O. Box 70232
Oakland, CA 94612

PBS

Partial funding provided by the
Public Broadcasting Service

ISBN: 978-1-932582-83-3 e071331593 Published 2014