

WORDE'S COMMUNITY AWARENESS AND PREVENTION PROGRAM (CAPP)  
**A Model for Building Resilience against Violent Extremism**

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# Executive Summary

In response to terror attacks across the globe, communities have asked themselves what they can do to prevent violent extremism. Many responses have sprung up in the United States, including programs designed to reduce the threat of ideologically motivated violence, generally known as “countering violent extremism” programs (CVE). While many of these initiatives have been implemented and administered by government agencies such as police departments and U.S. Attorneys’ offices, there is now an increasing effort among nongovernmental organizations to take an active role in public safety. Using this approach, multiple stakeholders in Montgomery County, Maryland, worked together to create the first evidence-based community-led model for building resilience against violent extremism.<sup>1</sup>

The Community Awareness and Prevention Program (CAPP) was developed by the World Organization for Resource Development and Education (WORDE) in Montgomery County, MD, in partnership with the faith-based community, nongovernmental organizations, and local government agencies. CAPP embodies a diverse, holistic approach that focuses on fostering social cohesion to create community resilience against violent extremism. Although the model has been referred to as the “Montgomery County Model,” the program is not led by the Montgomery

County Government. Rather, it is operated as a community-led initiative with involvement from multiple public and private stakeholders.

The CAPP philosophy is that the best method of preventing violent extremism is to engage and educate all members of the community, particularly those who may feel isolated or underrepresented. Additionally, the CAPP model provides assistance (e.g., wraparound services and counseling) and programs (e.g., workshops and training on the indicators of potentially violent behavior) for individuals who are identified as at risk of radicalization. Public and private stakeholders are then encouraged to connect these individuals to culturally attuned, trauma-informed services.

In order to accomplish these program objectives, the CAPP initiative (1) builds awareness of violent extremism through social cohesion programming and education; (2) creates a network of trusted adults and empowered youth who are poised to recognize potential risk factors that lead to violent behavior; and (3) connects that network to holistic community-based services to help individuals who may be at risk for engaging in violence as a means of expression. Programmatic and subject matter expertise for the CAPP initiative comes from a diverse group of faith leaders, WORDE (a nonprofit

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1. In 2014, the National Institute of Justice funded a two-year evaluation of programs conducted by the World Organization for Resource Development and Education (WORDE), which laid the foundation for the CAPP. The study, conducted by the University of Massachusetts, Lowell and the University of Nevada, Reno, assessed community-based participation in CVE programs and found that WORDE’s volunteer service and multicultural programming had positive effects on 12 of 14 CVE-relevant outcomes.

organization which served as the “backbone” or lead facilitator dedicating resources to maintain the unique partnership), other nongovernmental organizations, and relevant local government partners.

The Police Executive Research Forum (PERF), with funding from the Office of Community Oriented Policing Services, was tasked with documenting the development, administration, and outreach efforts of the CAPP in order to identify promising practices and lessons learned for use by practitioners looking to create their own community-led models. This report focuses on the overarching themes of the program’s core components: community engagement, connecting stakeholders, and building social cohesion; educational programming, training, and outreach; and intervention and providing holistic services.

### **COMMUNITY ENGAGEMENT, CONNECTING STAKEHOLDERS, AND SOCIAL COHESION**

At the heart of the CAPP is the idea that an initiative designed to build social cohesion and divert individuals from a pathway to violence, originating from and shaped by community members, is viewed with more legitimacy than a government or police-led model. In a community-led model, police are essential partners, but take a supporting role. The CAPP initiative focuses on bringing diverse communities together, thus allowing program practitioners to build bridges throughout the community to increase social cohesion. In short, practitioners who are interested in replicating such an approach should maximize the inclusivity of their programming through a whole-community, multi-faith approach.

In the CAPP initiative, faith leaders are essential partners who help connect the government and law enforcement agencies with diverse communities. Through social cohesion programming, public and private stakeholders are brought together to address issues of mutual concern, namely preventing violent extremism while addressing a wide range of concerns in

the community about public safety and quality of life. Practitioners interested in replicating this approach should empower community members to take an active role in public safety efforts, thereby enhancing both community policing goals and social cohesiveness. Government and community members should strive to establish open lines of communication, and should implement information-sharing protocols that facilitate responsible community involvement in responding to public safety threats, critical incidents, and hate crimes.

Transparency is also essential to the success of community initiatives relating to building resilience against violent extremism. Promising practices from the CAPP initiative indicate that government partners, particularly police, should implement a holistic culture of transparency throughout their agencies.

### **EDUCATIONAL PROGRAMMING, TRAINING, AND OUTREACH**

Central to the operation of the CAPP initiative is its mission to educate members of the community and to train a coalition of engaged and empowered community leaders. Educational programming is premised on addressing a broad set of quality of life issues, including promoting social cohesion, encouraging disaster preparedness, enhancing multicultural community collaboration, and responding to acts of hate- or identity-based violence. The program also acknowledges the importance of partnering with community members to ensure that the training addresses their needs.

All training and outreach efforts stress the following concepts:

- Practitioners should pilot-test all training in advance to ensure efficacy.
- Training on violent extremism should be marketed to a wide range of community members and stakeholders, including community leaders, local government representatives, police officers, school officials, and others.

- All training on violent extremism should include
  - » a definition of violent extremism;
  - » an overview of the various types of violent extremism;
  - » the potential risk factors for all types of violent extremism;
  - » cultural competency to improve services to underserved populations;
  - » community-based resources for conducting interventions.
- All training must be tailored for specific audiences, demonstrating its relevance to the roles and responsibilities of the attendees—community members, law enforcement officers, school counselors, etc.
- Trainers should provide their trainees with reference materials for trainees to bring back with them, to help them implement the principles of the training.
- Above all, trainers must be well-vetted, engaging, and committed to communicating reputable, fact-based messaging.

## **INTERVENTION AND PROVIDING HOLISTIC SERVICES**

**The CAPP initiative also aims to prevent acts of violent extremism through targeted interventions with individuals who may be at risk of radicalizing to violence. In order to provide such services, practitioners must build partnerships with community providers to establish a clearly defined referral system. These referral programs are built in conjunction with trainees who have been educated on the threat of radicalization to violent extremism.**

The CAPP initiative is built so that referred individuals will be connected to a host of holistic services (e.g., mental health treatment, counseling, wraparound services) from a variety of partners who take a culturally sensitive and trauma-informed approach. Practitioners should be cognizant of the overlap between mental illness and violent extremism and should invest resources accordingly.





# Introduction

In the early morning hours of June 12, 2016, a gunman who pledged allegiance to ISIS committed one of the worst terrorist attacks in the United States at the site of a gay nightclub in Orlando, Florida. Forty-nine individuals lost their lives that morning. The attack in Orlando is only one in a string of violent acts committed in the name of extremist ideologies,<sup>2</sup> including the 2015 attack at a center for persons with developmental disabilities in San Bernardino, California; the Charleston, South Carolina AME church shooting in 2015; and the 2012 Oak Creek, Wisconsin Sikh temple attack. **Incidents of terrorism like these are high-impact crimes that threaten to tear at the fabric of communities; in response, many communities are considering proactive measures to prevent these incidents from happening.**

These programs and initiatives—often categorized by the catch-all term “countering violent extremism” (CVE)—are designed to mitigate the threat of ideologically motivated violence, by building community resiliency and trust between communities and government agencies. **Relationships based on transparency and trust—vital for any community policing**

**initiative—can provide police officers and community members opportunities to intervene in the lives of vulnerable individuals and provide assistance before they engage in criminal behavior.**

Because individuals who feel isolated from society are more vulnerable to recruitment to extremist groups,<sup>3</sup> some of these programs also focus on increasing social cohesion among community members of diverse backgrounds. Social cohesion is also critical to civic engagement regarding other public safety issues and to improving the strength of the community as a whole.<sup>4</sup>

Several different CVE programs have emerged in the United States. Many are government-led, meaning that the primary programmatic and organizational responsibilities come from law enforcement agencies, U.S. Attorneys’ offices, or other federal, state or local government agencies. The program that was developed in Montgomery County, Maryland, however, has taken a different approach. Located on the border of Washington, D.C., Montgomery County is home to the first evidence-based<sup>5</sup> *community-led* initiative.

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2. Steve Visser and John Couwels, “Orlando Killer Repeatedly Referenced ISIS, Transcript Shows,” *CNN*, September 25, 2016, <https://www.cnn.com/2016/09/23/us/orlando-shooter-hostage-negotiator-call/index.html>.

3. C. David-Ferdon and TR Simon, “Preventing Youth Violence: Opportunities for Action” (Atlanta, GA: National Center for Injury Prevention and Control, Centers for Disease Control and Prevention, 2014), <http://www.cdc.gov/violenceprevention/youthviolence/pdf/opportunities-for-action.pdf>.

4. A. Hirschfield and K.J. Bowers, “The Effect of Social Cohesion on Levels of Recorded Crime in Disadvantaged Areas,” *Urban Studies* 34, no. 8 (1997).

5. In 2014, the National Institute of Justice funded a two-year evaluation of programs conducted by the World Organization for Resource Development and Education (WORDE), which laid the foundation for the CAPP. The study, conducted by the University of Massachusetts, Lowell and the University of Nevada, Reno, assessed community-based participation in CVE programs and found that WORDE’s volunteer service and multicultural programming had positive effects on 12 of 14 CVE-relevant outcomes.

## **THE COMMUNITY AWARENESS AND PREVENTION PROGRAM (CAPP)**

**Montgomery County's community-led initiative for building resilience to violent extremism, formerly known as the Montgomery County Model, is an early warning system designed to prevent violent extremism by increasing social cohesion, and to provide counseling and intervention services to individuals who are identified as potentially at risk of recruitment to violent extremism.**

The World Organization for Resource Development and Education (WORDE) developed the initiative in partnership with the faith-based community, other nongovernmental organizations, and local government agencies. The resulting Community Awareness and Prevention Program (CAPP) does not focus on any one particular type of violent extremism, but rather addresses all forms of extremism that may be present in Montgomery County.

The body that executed the programmatic aspects of the CAPP, the Faith Community Working Group (FCWG), is an official group within the County Executive's Office of Community Partnerships. Members of the FCWG are community-based faith leaders from a large number of different religions, many of whom are already engaging in volunteer and social justice work. WORDE, which serves as the FCWG's subject matter expert on violent extremism, also served as the main facilitator, or "backbone" for FCWG from 2013–2016. In this capacity, WORDE conducted extensive outreach, fostered relationships with public and private partners, led research on issues relating to violence prevention, helped determine the scope of the multi-stakeholder engagement, cultivated consensus among hundreds of partners, managed communications, informed stakeholders of key events and opportunities, and provided subject matter expertise for

educational programs. In addition, WORDE President Hedieh Mirahmadi served as the FCWG's co-chair during the assessment period.

### **Prevention**

The CAPP's philosophy of prevention is simple: The best method to prevent violent extremism is not to shun or ostracize members of the community, but instead to *engage* all members of the community, particularly those who may feel isolated or underrepresented. Feelings of isolation may result from a number of factors, such as school bullying, discrimination, or immigrant acculturation challenges. They may also be due to targeted recruitment efforts through the internet and social media. The CAPP's preventative efforts aim to address such social isolation through outreach, educational programming, networking, and training. The partnership's goal is to build trust among the local government, community leaders, service providers, and individual members of the community.

### **Intervention**

The CAPP initiative is also premised on the idea that prevention programming alone is not enough to address the threat of violent extremism. **Outreach, training, and programming initiatives are all designed to assist community partners with identifying and assisting persons at risk of radicalization and connecting them to services before they move onto a path that could lead to violence.** For interventions to be effective, they must be tailored to each person's unique cultural considerations and prior life experiences. For that reason, the CAPP partners sought to connect the community with professionals who are trained to intervene using a culturally competent, trauma-informed approach. The FCWG members conduct outreach to educate stakeholders about the existence of such services. Interventions currently occur before individuals have taken substantial steps toward committing a crime. In the

future, interventions may expand to be part of “diversion” or “deflection”<sup>6</sup> agreements in which criminal prosecution may not occur if the individual complies with the agreement, because counseling is considered a better solution than incarceration for the individual and society as a whole.

To achieve the twin goals of prevention and intervention, the program focuses on the following steps:

1. Convene a wide variety of public and private stakeholders, with the aim of improving social cohesion and creating opportunities for engagement.
2. Build community members’ awareness of violent extremism.
3. Increase community understanding of potential risk factors that might make someone vulnerable to radicalization to violent extremism.
4. Connect community members (such as educators, faith leaders, and police officers) with resources so they can intervene before someone begins to consider violence to achieve political, economic, or ideological goals.
5. Promote greater understanding of cultural and religious practices to reduce potential stigma and misunderstanding.

## **HOW PREVENTION AND INTERVENTION LOOK IN PRACTICE: FOUR SCENARIOS**

The following hypothetical scenarios demonstrate how the CAPP is designed to work:

Scenario 1: Sonia, a Muslim adolescent, is having trouble fitting in at school. Her classmates do not understand why she wears a headscarf, and they make fun of her parents

for having accents. At home, Sonia is frustrated that her parents complain she is “becoming Americanized,” which she feels is an expression they use to describe anything she does that her parents don’t like. Her parents came from a country where people tried to avoid all contact with police and believed that all politicians are corrupt. Sonia tells her school counselors that she feels isolated and alone.

As a result, a school counselor encourages Sonia to enroll in a youth development program at a local high school, WORDE’s Global Citizens Forum. The program gives her the opportunity to meet other teens from diverse backgrounds and talk about their life experiences, including how to cope with stereotypes, cyber bullying, the impact of current political affairs inside and outside of the classroom, their relationships with their parents, and other personal interests. The program also allows Sonia to get to know her other classmates in a different light, to share her experiences, and to build bonds with her peers outside the classroom. As a result, Sonia gains a sense of confidence and makes new friends. She draws strength from her peers—and feels compelled to help others like her who struggle to acculturate in American society. At home, Sonia tells her parents that she particularly enjoyed a part of the program in which a police officer spoke to the students and demonstrated a genuine sense of concern and caring about the community.

Scenario 2: Judith is highly involved in her church and attends almost every event that her pastor recommends. Judith gets an email from her pastor advertising an education program for parents about ensuring their children’s safety on the internet. Judith decides to attend because her son Chris, who recently graduated from high school but has not yet found a job, spends most of his time at home in his room on his computer or phone, playing video games.

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6. A “deflection agreement” differs from a formal diversion agreement in that criminal charges are never initially filed, but may be filed if the individual does not comply with the terms of the agreement.

At the educational program, Judith learns how to check her son's Internet browser history. Judith goes home and discovers that Chris has been visiting a large number of websites dedicated to white nationalism and Nazi ideology. Judith speaks with her pastor about her concerns. Through his participation in the FCWG, her pastor is aware of different community services and advises Judith to help Chris enroll in a job training program that uses county grants to teach adolescents useful employment skills. After completing the program, Chris gets a new job where he is surrounded with a diverse group of coworkers whom he grows to respect. With his new sense of purpose and financial freedom, Chris stops spending time on the hateful chat rooms that he used to follow.

Scenario 3: Ali immigrated to the United States from a war-torn country as a young child. Ali has always been quiet and pensive, but the School Resource Office (SRO) at his high school begins to notice a change in him. Previously, Ali would always say hello to him in the halls, but now is noticeably more withdrawn and hardly looks up or makes eye contact with anyone. His teachers report that Ali is becoming easily agitated without any warning; he yelled at a teacher and has been involved in fights with students at school. The SRO recalls a training hosted by WORDE's Crossroads program—a counseling and mental health service provider

geared towards underserved populations—and refers Ali to them for services. At Crossroads, Ali is given an individualized assessment and counseling plan that focuses on regulating his emotions (including anger management) and developing coping skills. The counselor recommends that he volunteer to help refugees living in the county. Crossroads staff enrolls him in after-school activities that build his confidence and promote pro-social behaviors.

Scenario 4: John's Facebook friend calls an anonymous crime tip line and says John has been writing statements that appear to promote violence in the wake of a recent sovereign citizen<sup>7</sup> shooting of a police officer. The police department refers the tip to the intelligence unit's investigators, who determine that there is no probable cause to believe that John has taken any substantial step towards committing a crime. However, the department sends its Crisis Intervention Team (CIT) to John's house to speak with him and assess whether there may be any underlying mental health issues causing this behavior. After conducting an assessment, the CIT team's sworn officers and full-time Licensed Clinical Social Worker (LCSW) determine that John would benefit from outpatient mental health treatment. The CIT team refers John to a nonprofit treatment provider (another CAPP stakeholder), whose staff members have been trained on the warning signs for violent extremism.

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7. For more information about sovereign citizens, see the Southern Poverty Law Center's "Sovereign Citizens Movement" page, <https://www.splcenter.org/fighting-hate/extremist-files/ideology/sovereign-citizens-movement>.

# Project Overview and Goals

In January 2015, as part of a grant award from the Office of Community Oriented Policing Services (COPS Office) to WORDE, the Police Executive Research Forum (PERF) was contracted to document the CAPP administration, processes, and components. This practitioner guidebook highlights the promising practices and lessons learned from this project, and is intended to serve as a blueprint for jurisdictions seeking to implement their own community-based programs to mitigate the threat of ideologically motivated violence.

The intended audience for this guidebook includes all practitioners<sup>8</sup> and community members interested in establishing proactive programming to build trust among community stakeholders in order to promote social cohesion, enhance community policing, and build resilience against violent extremism. While available resources, organizations, and funding will differ across jurisdictions, the promising practices outlined in this guidebook can be tailored to the local needs of any community.

## METHODOLOGY

PERF documented the CAPP initiative by observing outreach methods, stakeholder meetings and activities, and community engagement events (e.g., training workshops, town hall meetings, fireside chats) that were designed to improve social cohesion, build

awareness of all forms of violent extremism, and provide greater understating of cultural and religious practices in order to mitigate stigma and misunderstandings. This case study was designed to serve as a complement to the NIJ-funded quantitative outcomes evaluation released in 2016, which found that the CAPP initiative built community resilience against violent extremism.<sup>9</sup>

PERF attended, observed, and documented a series of trainings and community meetings organized by WORDE. Prior to each event, PERF created a participant survey, tailored to that specific event, to document the following:

- Event type (i.e., training, community meetings, roundtable discussion, sponsored speaker)
- Intended audience (e.g., police officers, social workers, school counselors, faith groups)
- Event topic
- Stated objectives and goals of the event

PERF observed and documented each of the events listed below. At the conclusion of each event, the participant surveys were disseminated and collected. PERF researchers then followed up with some participants who did not submit their completed forms, in order to obtain the widest possible range of feedback, suggestions, and comments. These participant surveys were used to develop the lessons

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8. "Practitioners" in this context include community members, faith leaders, police executives, and local government leaders—all of whom must work together to build an effective program.

9. Michael J. Williams, John G. Horgan, and William P. Evans, *Evaluation of a Multi-Faceted, U.S. Community-Based, Muslim-Led CVE Program* (Washington, DC: National Institute of Justice, 2016), NCJ 249936.

learned and promising practices outlined in this practitioner manual. The following events were included in our analysis:

- **Securing Houses of Worship Training for Faith-Based Organizations, December 2, 2014**—This training focused on securing houses of worship in the event of a natural or human-instigated disaster. The trainer discussed security plans that faith leaders can implement to prepare for a natural disaster or an incident such as an active shooter. The lessons could also be applied to preparing participants’ family members and homes for various types of disasters. Audience members included representatives from various houses of worship in Montgomery County.
- **Montgomery County Public Schools Counselor Training Workshop, January 7, 2015**—This training was presented to counselors in the Montgomery County Public School (MCPS) system and focused on how to recognize and respond to individuals who may be at risk for violent extremism.
- **Department of Health and Human Services Counselor Training Workshop, January 20, 2015**—This training was also focused on how to recognize and respond to individuals who may be at risk for violent extremism and intervene to provide services. The trainees were crisis counselors who work for the Montgomery County Department of Health and Human Services (DHHS).
- **Town Hall with Police Chief Thomas Manger,<sup>10</sup> March 16, 2015**—This open-format town hall was held in a Baptist church and allowed members of the community to directly ask questions of MCPD Chief Thomas Manger. Members of many faith communities were encouraged to attend.
- **FCWG Joint Subcommittee Meeting, April 14, 2015**—This FCWG meeting allowed faith leader representatives from the FCWG to report on individual subcommittees’ activities regarding the CAPP. The purpose of the evaluation was to assess participants’ interest in collaborating to address public safety issues with members of other faith traditions.
- **Faith Community Town Hall with County Executive Ike Leggett, May 14, 2015**—This meeting with Montgomery County Executive Isaiah “Ike” Leggett allowed members of the FCWG to brief him on their efforts and initiatives. The audience included county government representatives, faith leaders, and community members.
- **Secretary Jeh Johnson’s Meeting with the Faith Community Working Group, June 16, 2015**—This meeting with then-Department of Homeland Security (DHS) Secretary Jeh Johnson allowed stakeholders in the CAPP to present the specifics of the model to the secretary. Meeting attendees included community members, faith leaders, and local and federal government representatives. Community members also had the opportunity to ask Secretary Johnson questions and provide suggestions on their ideas for preventing violent extremism.
- **MCPD School Resource Officer Training, August 17, 2015**—This training on how to recognize and intervene in the lives of youths who may be vulnerable to violent extremism was provided to School Resource Officers (SRO) of the MCPD.
- **MCPD’s District Community Action Team Training, November 5, 2015**—This training also focused on equipping police officers with the tools to recognize risk factors for violent extremism, as well as intervention strategies to use if they encounter individuals who may be vulnerable. The training included other police agencies in the county, but was primarily for

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10. The titles used in this report reflect the titles of the stakeholders during the assessment period.

MCPD's District Community Action Teams (DCAT), which are teams of several officers who are specifically dedicated to addressing crime and quality-of-life concerns in individual neighborhoods.

PERF researchers also observed several other events:

- **Understanding the ISIS Threat to the Homeland, October 8, 2014**—This event was a training for community members regarding ISIS recruitment tactics. It explored ways that community members can intervene in order to prevent youths from joining terrorist organizations. Attendees included community members, parents, local government representatives, federal government personnel, and officers from MCPD.
- **The Faith Leaders Response Team Social Gathering for Faith Leaders with Asst. Chief of Police Darryl McSwain, June 3, 2015**—This social gathering for faith leaders associated with the Faith Leaders Response Team (FLRT) of the FCWG focused on the assistance provided by MCPD to the Baltimore Police Department during the April 2015 civil unrest in Baltimore over the Freddie Gray case, and on what role faith leaders can play in those critical incidents.
- **The FCWG and MCPS Community Forum on Honoring Religious Diversity in Montgomery County, June 10, 2015**—This event focused on how the public school system can accommodate and engage with families of different faith traditions within the community. Parents, community members, faith leaders, and MCPS personnel attended.

To supplement the qualitative data gathered via the survey responses, PERF researchers conducted extensive one-on-one interviews

with a total of 30 stakeholders involved in the CAPP. Stakeholders from the following sectors were interviewed:<sup>11</sup>

- **Faith leaders (7)** associated with the FCWG. PERF interviewed faith leaders associated with each subcommittee of the FCWG, representing a variety of faith backgrounds including Christianity, Judaism, and Islam.
- **Leaders from community organizations (4)**, including WORDE.
- **Officers in the MCPD (8)**, including command staff, line officers, SROs, CIT members, and professional support staff.
- **Leaders in local government organizations (6)**, including personnel from the OCP, DHHS, and Office of Emergency Management and Homeland Security (OEMHS).
- **Nonprofit service providers (5)** in the community that offer various types of assistance. For example, WORDE has a subsidiary clinic, Crossroads, which provides culturally attuned services like counseling and mental health care to underserved populations. PERF spoke to several key mental health care providers and groups that specialize in services like refugee resettlement.

### **GENESIS OF THE CAPP: A MODEL FOR IMPLEMENTING COMMUNITY-LED SOCIAL COHESION INITIATIVES**

In 2011, the Federal government released a report that provides guidance for state and local police on how to create and implement CVE programs, *Strategic Implementation Plan for Empowering Local Partners to Prevent Violent Extremism in the United States*.<sup>12</sup> Although this guidance was originally designed for a law enforcement audience, it emphasizes that community members must take a leading role in their own protection. The plan advises that efforts to mitigate the threat of ideologically

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11. Interviewees were promised confidentiality in order to facilitate candor.

12. An updated version of the plan, "Strategic Implementation Plan for Empowering Local Partners to Prevent Violent Extremism in the United States," is available at [https://www.dhs.gov/sites/default/files/publications/2016\\_strategic\\_implementation\\_plan\\_empowering\\_local\\_partners\\_prev.pdf](https://www.dhs.gov/sites/default/files/publications/2016_strategic_implementation_plan_empowering_local_partners_prev.pdf)

motivated violence, should be predicated upon building trust among all stakeholders—government officials, police, community leaders, service providers, and families.

The government's call to action resonated in Montgomery County for several reasons. In 2011, WORDE had established the International Cultural Center (ICC) to engage Montgomery County residents in a wide variety of initiatives to promote pluralism and social cohesion. Looking to implement her field-based research,<sup>13</sup> WORDE President Dr. Hedieh Mirahmadi approached Montgomery County Chief of Police Thomas Manger with the idea to develop an initiative to increase community involvement in preventing violent extremism.

For the MCPD, violent extremism had been a concern for several years. On September 1, 2010, a man who reportedly believed that the world “would be better off without people” entered a Discovery Communications headquarters in Montgomery County wearing an improvised explosive vest and armed with two realistic starter guns. He then engaged in a tense standoff with police.<sup>14</sup> After intensive negotiations failed to make progress, the police fatally shot the suspect after he pointed a gun at hostages as they attempted to escape.<sup>15</sup> Chief Thomas Manger recognized that MCPD needed to proactively protect the community from threats based on extremism, including this type of environmental extremism.<sup>16</sup> The Boston Marathon bombing on April 15, 2013 also struck a chord with community leaders in Montgomery County.

In response, Reverend Mansfield “Kasey” Kaseman, the Interfaith Community Liaison at the Montgomery County OCP, worked with Mirahmadi and Rabbi Batya Steinlauf of the Jewish Community Relations Council to create a new countywide interfaith effort dedicated to preventing acts of violence and hate. The three leaders became the founding co-chairs of the FCWG,<sup>17</sup> with the mission of representing a diverse cross-section of faith leaders committed to addressing public safety and quality of life issues in Montgomery County. The FCWG became the convening mechanism for the CAPP.

### **CAPP: GOALS, OBJECTIVES, AND STAKEHOLDERS**

The CAPP initiative's goal is to take a proactive, rather than reactive, approach to promoting social cohesion, enhancing community policing, and building resilience against violent extremism. The program's initiatives aim to build a sense of community among the diverse segments of the population. This is accomplished through training, educational programming, community events, and network-building activities in the community.

#### **Administrators, stakeholders, and services**

- The convening mechanism for CAPP members is the **Faith Community Working Group (FCWG)**. The Faith Community Working Group is a diverse body of faith leaders who strive to make the community better through multi-faith service projects, initiatives to improve public safety, and social cohesion programming. The group is the main point of contact for local government leadership to engage with the faith community.

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13. Hedieh Mirahmadi and Mehreen Farooq, “A Community-Based Approach to Countering Radicalization: A Partnership for America,” (Montgomery Village, Maryland: WORDE, December 2010), <http://www.worde.org/wp-content/uploads/2010/12/WORDE-Counter-Radicalization-Report-Final.pdf>.

14. Dan Morse, Theresa Vargas, and Michael E. Ruane, “James J. Lee, Environmental Militant, Slain at Discovery Building after Taking Hostages,” *The Washington Post*, September 2, 2010, <http://www.washingtonpost.com/wp-dyn/content/article/2010/09/01/AR2010090103911.html>.

15. Morse et al., “James J. Lee, Environmental Militant, Slain” (see note 14).

16. Manger, Thomas, Personal interview with PERF assessment team, Oct. 20, 2015.

17. Since this research began, two new chairs have been appointed, Reverend Carol Flett and Lubna Ijaz.



## Essential Elements for Success

Community member feedback indicates that the following elements contribute to the success of a community-driven model for preventing violent extremism:

- ▶ Appointing an organization with experience with engaging multiple stakeholders to serve as the backbone for the program;
- ▶ Winning support from the local mayor or county executive and legislative council support to devote agency employees and resources to the program, and a willingness to work with executives of community-based nonprofits;
- ▶ A willingness on the part of the local government and police department to empower the community to take the lead;
- ▶ A commitment to collaboration among local government leaders, non-government organizations, and essential service providers; and
- ▶ Actively conducting outreach in order to obtain the involvement of community organizations.

- The Faith Community Working Group is under the auspices of the Montgomery County **Office of Community Partnerships (OCP)**, whose mission is to liaise between the local government and various community members and entities. The Office of Community Partnerships is a part of the Montgomery County Executive's Office.
- The **World Organization for Resource Development Education (WORDE)** is a community-based organization that is a key facilitator of the CAPP initiative and provides subject matter expertise to inform its programming. The organization is home to the **International Cultural Center (ICC)** and the ICC Crossroads Clinic.
- The **Montgomery County Police Department (MCPD)** is a crucial partner, lending its leadership, School Resource Officers (SRO), Crisis Intervention Team (CIT), and other personnel to the effort.
- Many other local government organizations are essential partners, including the **Montgomery County Public Schools (MCPS)**, the **Office for Emergency**

- **Management and Homeland Security (OEMHS)**, and the **Department of Health and Human Services (DHHS)**.

For a complete list of partners and more in-depth information on these groups, please see appendix A on page 37.

### Services

The CAPP model is a result of public-private partnerships among all of the entities outlined above. However, the most distinguishing characteristic is that the two entities leading the effort, the FCWG and WORDE, are not law enforcement agencies. This community-led approach makes the CAPP unusual; it provides specific benefits, but also certain challenges that other CVE models may not face.

For the community to prevent violence and intervene in the lives of troubled youths, many different stakeholders must come together to reject the hatred that can divide a community, to build social cohesion to prevent the disillusionment of any group, to intervene when an individual may be at risk, and to get vulnerable individuals help *before* they reach the point of

Following a training for school counselors in the Montgomery County Public School system, . . . 100 percent of respondents (36) agreed with the statement, “I better understand the risk factors of violent extremism.”

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deciding to commit violent acts. The core tenets of the CAPP initiative are therefore (1) education and social cohesion programming, (2) building a coalition of trusted adults and empowered youths, (3) providing the coalition with training to identify potential risk factors for radicalization to violent extremism, and (4) providing counseling, mentoring, and “wraparound services,” such as access to job training and employment services, to at-risk individuals.

Following is a more detailed discussion of these four elements:

#### 1. **Education and Social Cohesion**

**Programming:** The CAPP initiative conducts workshops, roundtable discussions, and featured presenter events to educate the community, not only on violent extremism, but also on public safety and quality-of-life issues. The CAPP initiative also organizes events—both educational and social in nature—that aim to increase social cohesion amongst a wide cross-section of the community. As an example, WORDE and the FCWG conduct training for parents and students on cyber safety and civility. The training teaches parents methods for protecting their children’s interests on the Internet, not only from terrorist groups,

but from a wide range of threats, including sexual predators and peer pressure to engage in cyberbullying.

2. **Building a Coalition of Trusted Adults and Empowered Youth:** Building a coalition of interested parties who learn about each other’s resources, strengths, and legal limitations is essential to the CAPP initiative’s success. WORDE staff takes the lead in this initiative, engaging in networking and extensive outreach to create a network of trusted adults who can refer a vulnerable individual for an appropriate intervention. WORDE promotes awareness by conducting outreach efforts to FCWG faith leaders (e.g., trainings, briefings, and attending partner meetings). WORDE also conducts outreach to a wide variety of public and private partners, such as mental health care providers, social workers, public school system staff, school resource officers, patrol officers, and CIT-trained police officers. WORDE has also developed a Global Citizen Forum<sup>18</sup> for youth to empower youth leaders to identify vulnerability among their peers.<sup>19</sup>
3. **Providing the Coalition with Training to Identify and Intervene in the Lives of At-Risk Individuals:** In order to empower the community to mitigate the threat

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18. According to the ICC’s website (<http://www.theicc.net/programs/crossroads>), the Global Citizen Forum (GCF) is an “evidence-based youth leadership development program that utilizes an interdisciplinary curriculum developed by the International Cultural Center to provide youth with skills including cross-cultural communication, peer intervention, conflict resolution, advocacy, stress management and more. The Global Citizen Forum also covers topics of cyber civility including cyber bullying, cyber safety/online predators and cyber crises. This integrative curriculum empowers youth to better navigate the challenges they face in school and through their social networks.”

19. Following PERF’s evaluation of the CAPP initiative, the Global Citizen Forum was rebranded as its “Gatekeeper Training.”

of radicalization, it is crucial to train a critical mass of key stakeholders who are poised to recognize and intervene on behalf of at-risk individuals. Based on the qualitative feedback provided to PERF, it is recommended that training should include the following components:

- Cultural competency;
- A comprehensive definition of violent extremism;
- Discussion of different types of violent extremism;
- Potential risk factors for violent extremism;

- Overview of services available for assisting at-risk individuals.

It must always be emphasized that there is no single path to violent extremism. A substantial number of resources in recent years, however, have identified “clusters” of risk factors that—while they do not mean an individual will espouse violence—may indicate that that person would benefit from counseling and assistance.<sup>20</sup> The goal of the CAPP initiative’s training is to educate the audience so that intervention occurs before violent behavior is exhibited.

## Lessons Learned

The event survey responses indicate that persons who attended CAPP events walked away with a clear understanding of the program. However, when PERF conducted targeted interviews, we discovered that some key stakeholders were not aware of all available resources.

For example, at a CAPP-sponsored training for MCPS school counselors, 97 percent of respondents (35/36) agreed that “I understand what the Crossroads Program is and the services that it provides” and “I understand how I can utilize the Crossroads Program for the students in my school.”

Similarly, a training program for SROs in the MCPD found that 100 percent of the 11 respondents agreed with the statements “I realize the importance of providing outreach, mentoring, and wellness services to youths” and “I understand the services the Crossroads program provides, and how I can utilize them for the students in my school.”

However, PERF’s interviews of several key stakeholders associated with the FCWG showed that they were unaware of Crossroads’ mission and available services, revealing the need for a broader outreach campaign. CAPP-related events are effective in engaging community members, but not everyone has the time or resources available to attend. Therefore, public and private stakeholders interested in replicating the CAPP must find new ways to broaden their outreach and engagement efforts.

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20. Randy Borum, “Assessing Risk for Terrorism Involvement,” *Journal of Threat Assessment and Management* 2, no. 2 (2015) 63–87, <https://www.apa.org/pubs/journals/features/tam-tam0000043.pdf>; “Building Resilience to Violent Extremism Among Somali-Americans in Minneapolis-St. Paul,” (College Park, MD: National Consortium for the Study of Terrorism and Responses to Terrorism, 2012), [https://www.start.umd.edu/sites/default/files/files/publications/Weine\\_BuildingResiliencetoViolentExtremism\\_SomaliAmericans.pdf](https://www.start.umd.edu/sites/default/files/files/publications/Weine_BuildingResiliencetoViolentExtremism_SomaliAmericans.pdf); “Guide to the Drivers of Violent Extremism,” (Washington, DC: United States Agency for International Development, 2009), [http://pdf.usaid.gov/pdf\\_docs/Pnadt978.pdf](http://pdf.usaid.gov/pdf_docs/Pnadt978.pdf).

**4. Providing Services to At-Risk Individuals:**

A key role of the CAPP initiative is to identify and provide awareness of programs that exist throughout the county, so that the CAPP's network of trusted adults and empowered youths can refer individuals to services tailored to their specific needs. CAPP initiative partners have catalogued services available from county providers, nongovernmental organizations, and public-private partnerships throughout Montgomery County for those that may be at risk for violence.

One such resource, for example, is Family Services, Inc., a nonprofit health care provider that offers a wide range of services such as substance abuse treatment for youth and outpatient mental health care. Another is the DHHS 24-Hour Crisis Center, which gives individuals access to assessments and treatment referrals when they are experiencing crisis.

# Community Engagement, Connecting Stakeholders, and Social Cohesion

## COMMUNITY ENGAGEMENT

Across the country, some local community leaders and national civil rights and advocacy groups have criticized CVE programming, often responding to programs or incidents in other cities. A common concern is that CVE programs stigmatize Muslim-American communities, conceal police intelligence gathering in targeted communities, and “securitize” community relationships with public officials and law enforcement.<sup>21</sup> Some allege that CVE efforts are not designed to empower communities at all, and that their actual purpose is to conduct surveillance.

During the time of PERF’s case study, we were not made aware of any concerns expressed along those lines concerning the CAPP initiative. Rather, participants (expressed through stakeholder interviews and completed evaluation forms) interpreted the CAPP’s stated goals of building community resilience through promoting social cohesion as genuine and positive in nature.

**Many stakeholders attributed this acceptance to the fact that the CAPP initiative is a community-led initiative, with community groups responsible for programming that connects stakeholders, builds a coalition of trusted adults and empowered youth, leads interventions, and provides services to at-risk individuals.**

## A Community-Led Philosophy

The CAPP initiative is based upon the mantra “Not about us without us.” In building the partnership, influential policy makers and faith leaders in the community, who represent the intended target audience for programming, felt it was important that they be the ones to identify and shape the services the community needed. Faith leaders from a variety of traditions have adopted the CAPP as their own, in part because of this sense of procedural justice, which creates a sense of legitimacy.

Evaluations by persons who attended community meetings, while few in number, suggest a community belief in the legitimacy of the CAPP initiative. At a town hall meeting that the FCWG sponsored with DHS Secretary Jeh Johnson, 16 participants completed a post-event survey, and all 16 agreed with the statement “I like that the CAPP’s efforts to build community-government partnerships are community-led.”

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21. For example, see The American Civil Liberties Union’s roundup of its coverage “The Problem with ‘Countering Violent Extremism Programs,’” <https://www.aclu.org/problem-countering-violent-extremism-programs>, and “Countering Violent Extremism: Myths and Fact,” The Brennan Center for Justice, <https://www.brennancenter.org/sites/default/files/analysis/102915%20Final%20CVE%20Fact%20Sheet.pdf>.

## THE ROLE OF POLICE LEADERS

The efficacy of CVE programs is often linked to the level of community investment in them. Consequently, police executives need to feel comfortable letting the community lead this type of CVE program. In the CAPP initiative, police agencies are essential partners in supporting holistic programs geared toward social cohesion and public safety, but their role is secondary.

**MCPD Chief Thomas Manger specifically connects his department's willingness to play a supportive role with the level of buy-in from community partners. For him, CVE "has to be a community-led effort, because if it's led by the police, people will marginalize it, and you will not get the same backing from the community."**

**"You need community partners to stand in front of you, to work with you and all of the other stakeholders in your community," Chief Manger said.**

Letting the community lead the partnership, however, can only happen when community stakeholders have the resources and passion to sustain the effort. In jurisdictions where there has not been this level of interest, it is understandable that local police departments have taken ownership of such programs. Police agencies interested in replicating a community-led model can assist their community partners in finding ways to secure sustainable funding sources that will ensure the program's financial stability independent of the police department, boosting its legitimacy.

## BUILDING TRUST AND SOCIAL COHESION

Because the CAPP initiative is premised on engagement between police and a representative cross-section of the community, it is essential to bring a wide range of diverse stakeholders together. To achieve this goal, the FCWG and its member organizations plan and host a variety of events designed to build social cohesion and

## Promising Practices

**Promising Practice 1:** Enhance legitimacy by creating a community-led program, rather than one led by the police department. Community members tend to view programming administered and led by community leaders as more legitimate, which may make such programs more successful in building resiliency against violent extremism.

**Promising Practice 2:** Allow community members to shape the contours of your partnership and identify what services are needed for the community.

**Promising Practice 3:** Partner with the local police department. This is essential when a violence prevention program is led by a community organization. The community leaders and police leaders should work together to build secure relationships of trust.

address community-wide concerns. Trust and social cohesion have a multitude of benefits, including resilience against violent extremism.

The types of events sponsored by the FCWG include community events on how the public school system can respect different faiths; meetings between representatives of the faith community and elected officials; the Montgomery County Friendship Picnic, an event designed to bring together different cultures and faiths in the county; interfaith dialogues explaining different faiths with the goal of bringing people of different traditions together; and interfaith prayer services following natural disasters or tragic events. In 2015, for example, the FCWG hosted interfaith prayer services and social solidarity events for victims of the Ebola outbreak, the Charleston AME church shooting, and the Orlando nightclub attack.

Evaluations of participants at FCWG meetings were overall satisfied with the programming's ability to make them feel a part of the larger community. As an example, the FCWG put together a meeting to introduce its diverse members to the Montgomery County Executive, Isaiah "Ike" Leggett. Fifteen participants completed post-event surveys following the meeting, and all of them said they agreed with the statement, "As a result of this event, I feel better connected to the community."

The FCWG also organizes events directly with the police department to build a connection between MCPD officers and FCWG members. Every year, FCWG helps to organize a town hall forum with Chief Thomas Manger, in which he takes questions and listens to concerns from community members. In another event, the FCWG hosted a debriefing by the MCPD about the assistance that it provided to the Baltimore Police Department when rioting occurred in Baltimore in April 2015 regarding the in-custody death of Freddie Gray. MCPD Assistant Chief Darryl McSwain told FCWG members that faith leaders can be key partners during critical incidents. The debriefing was conducted as part of a dinner event, offering police and faith leaders an opportunity to form personal relationships in an informal setting. The FCWG

has also become a regular partner at MCPD's monthly meeting between Chief Manger and a working group representing the community.

### Community policing

In the CAPP initiative, the police play a supporting role. As MCPD Assistant Chief Darryl McSwain explained, the CAPP emerged in part because community members in need of assistance did not always feel comfortable approaching the police for help. "We realized that not every single community member is going to feel comfortable openly walking into a police station and asking for help, so there must be different access points for them where they can seek out the services that they need," McSwain said.

At the same time, the CAPP initiative could not be successful without the support of the police. Representatives from the police department are often present at WORDE and FCWG events, and the police department works with former WORDE President Dr. Hedieh Mirahmadi to provide educational and awareness programming for community members. Past events have included forums for teenagers to ask questions of the police, town hall meetings with faith communities, and information sessions for young people about how to protect themselves from online predators.

The police department's commitment to the CAPP initiative is based on a departmental culture that values relationships with the community and building officers' cultural competencies. This commitment is institutionalized in departmental policies and practices. Community engagement, for instance, is assessed during officer evaluations and is directly tied to promotions.

MCPD also has its own officers train each other on issues where they have knowledge to share, such as certain types of cultural competency. "We've developed a program where we utilize the expertise of our officers themselves," Assistant Chief McSwain said. "We have worked with senior officers of various ranks to provide training on topics like different religious traditions."

## Survey Results on Social Cohesion Programming

Events associated with the police department also appear to be an effective means for stakeholders to feel more connected with each other. For example, 39 respondents completed surveys following the March 16, 2015 town hall meeting with Chief Manger, and all 39 said they agreed with the statement, "I feel that meetings such as this help to promote social cohesion."

The CAPP initiative strives to embody the diversity of Montgomery County by actively recruiting members from a wide variety of faith traditions, races, ethnicities, and genders. FCWG members noted that this has the benefit of bringing community issues to the attention of the MCPD, building community cohesiveness as different community members listen to each other and learn of their commonalities and shared experiences.

### **A whole-community, multi-faith approach**

For a CVE program to be successful, it is essential to take a “whole-community” approach.<sup>22</sup> A whole-community approach purposefully includes all segments of the community, regardless of race, religion, ethnicity, socioeconomic status, gender, sexual orientation or gender identity, or culture.

The reason for this approach, according to Dr. Mirahmadi, is that community members who feel a sense of belonging and social cohesion will be less likely to engage in violent extremism.<sup>23</sup>

Limiting the understanding of violent extremism—and the building of prevention programs—to a particular group or segment of society ignores the realities that violent extremism is present in, and may arise from, a range of ideologies that could affect any community.<sup>24</sup> For example, many police agencies consider terrorism from antigovernment extremists to be a greater threat than radical ISIS-inspired violence.<sup>25</sup> The whole-community approach lends the program legitimacy and also ensures that Muslim communities do not feel targeted or

## Survey Results on the Power of Community Policing

Following a Town Hall with Chief Thomas Manger—an open-format question and answer session where community members could share concerns about the police department’s actions—one faith leader said, “It was incredibly powerful to see how both the Muslim and African-American communities have such a similar perspective when it comes to the police; we both share similar concerns with regard to profiling.” Both groups conveyed shared historical perspectives on policing and concerns about profiling, which Chief Manger was able to address in a way that highlighted the department’s efforts in building trust with community members

singled out by CVE efforts. Simply put, *everyone* in the community needs to feel as if they belong and are therefore part of the solution.

### **The role of faith leaders**

For the government officials involved in the CAPP initiative, partnering with faith leaders is a key component for their outreach efforts. Police officials felt this partnership was important because faith leaders’ wide

22. Elizabeth Miller, Jessica Toliver, and David Schanzer, *Promising Practices for Using Community Policing to Prevent Violent Extremism* (Durham, NC: Triangle Center on Terrorism and Homeland Security, 2016) 5–6, <http://www.policeforum.org/assets/usingcommunitypolicingtopreventviolentextremism.pdf>.

23. Sarah Lyons-Padilla et al., “*Belonging Nowhere: Marginalization and Radicalization Risk among Muslim Immigrants*,” *Behavioral Science and Policy* 1, no. 2 (December 2015).

24. For example, Lorezo Vidino and Seamus Hughes in “ISIS in America: From Retweets to Raqqa,” (Washington, DC: George Washington University, 2015) at 6 stating that approximately 40 percent of those arrested in connection with ISIS terrorism incidents are converts to Islam. <http://www.stratcomcoe.org/download/file/fid/2828>.

25. Charles Kurzman and David Schanzer, *Law Enforcement Assessment of the Violent Extremism Threat* (Durham, NC: Triangle Center on Terrorism and Homeland Security, 2015), [https://sites.duke.edu/tcths/files/2013/06/Kurzman\\_Schanzer\\_Law\\_Enforcement\\_Assessment\\_of\\_the\\_Violent\\_Extremist\\_Threat\\_final.pdf](https://sites.duke.edu/tcths/files/2013/06/Kurzman_Schanzer_Law_Enforcement_Assessment_of_the_Violent_Extremist_Threat_final.pdf).



“When we began to come together as partners, we had to establish that we weren’t there to convert each other.”

—Faith Leader in FCWG

connections to many county residents make them a force multiplier for community outreach and messaging. Government officials stated that faith leaders are especially helpful partners because they are fundamentally concerned about the well-being of the community and are always eager to help those in need. Faith leaders are also able to speak with authority about their respective religions’ perspectives—on violence, for example. Generally, many people trust religious leaders and seek them out in times of crisis, making them an excellent link between the community and government.

The FCWG strives to bring together leaders from multiple faith traditions that represent the rich diversity of Montgomery County. The only requirement for joining the group is that all members must respect the interfaith nature of the group. Despite the various mandates of their religious doctrines, FCWG leaders must all agree to respect each other’s traditions and leave any effort at proselytizing at the door.

### **Focusing on all-hazards and quality-of-life concerns**

One key to the success of the CAPP initiative is that it does not focus solely on preventing violent extremism, but rather embodies an all-hazards approach—one that, as the name implies, accounts for all hazards to public safety.<sup>26</sup> As a holistic program, it aims to strengthen relationships, social cohesion, and trust among all sectors of the community.

To this end, it addresses many other issues within the community; these can be divided into public safety and quality-of-life concerns. For example, the hate crime alert system and information-sharing initiative between MCPD and the FCWG (described in “Faith Leaders’ Response Team (FLRT)” on page 22) grew out of their collaboration: faith leaders presented the idea to the MCPD leadership, and the police department was able to demonstrate its commitment to the community’s concerns about hate crimes.

The FCWG also works to address quality-of-life issues.<sup>27</sup> For example, soon after the group’s formation, Muslim faith leader members brought a concern to the group that they found the County’s zoning process onerous and difficult to navigate—particularly for houses of worship looking for a permanent space. Some members of the Muslim community wondered, as a result, if the zoning process was difficult for all faith leaders, or if they were potentially facing discrimination on the basis of their religion. Talking about that issue with an interfaith group, faith leaders were able to learn that the zoning process had been difficult for many other houses of worship. The FCWG brought their concerns to the county office responsible for zoning, recommended policy changes to improve the process, and are now developing a guidebook designed help houses of worship navigate county regulations.

26. As an example, the DHS website <https://www.ready.gov/> illustrates an all-hazards approach to public safety.

27. In policing, “quality-of-life issue” is a term for community members’ concerns that may not rise to the level of significant crimes, such as abandoned cars in the neighborhood, run-down properties, or noise complaints. Police chiefs sometimes note that they go to community meetings prepared to discuss the latest data on burglaries or robberies, only to find that community members seem more concerned about quality-of-life issues.

## Promising Practices

**Promising Practice 4:** Build bridges between diverse stakeholders through cohesive interfaith efforts and programming. This is an effective way to bring the community together.

**Promising Practice 5:** Conduct community engagement efforts with a whole-community, interfaith approach.

**Promising Practice 6:** Bring faith leaders onboard as partners; they are effective in connecting government and community stakeholders.

**Promising Practice 7:** Do not focus engagement efforts solely on the topic of CVE. Despite the name "CVE,"\* program goals must not be narrowly tailored to preventing violent extremism, but rather expanded to address all quality-of-life issues to strengthen relationships and trust among community members. They must embody an all-crimes, all-hazards approach.

\*Some experts have called for discontinuation of the term "CVE," and use of a new term such as "COMPLETE Public Safety (Community Partnerships with Law Enforcement to Enhance Public Safety)." For a discussion of these terms, see Schanzer et al., "The Challenge and Promise of Using Community Policing Strategies to Prevent Violent Extremism" (Durham, NC: Triangle Center on Terrorism and Homeland Security, 2016), <https://www.ncjrs.gov/pdffiles1/nij/grants/249674.pdf>.

Additionally, there are components of the program that support positive youth development and provide off-ramps to youth vulnerable to gang participation. For example, Casa de Maryland and the Korean Cultural Center provide trauma informed programs and counseling activities to help young people transition from gang life and engage them in a transformational healing process. Family Services, another CAPP partner, is a legacy organization non-profit that provides the following services to community members who are in need of non-emergency quality-of-life assistance:

- behavioral health
- social services
- early childhood work
- housing assistance
- outpatient mental health program
- substance abuse program

Addressing public safety and quality-of-life issues gives public officials an opportunity to prove to the community that they take their concerns seriously and can produce results. Stakeholders credit this inclusive, holistic approach with improving relationships in many ways. Working together, public and private partners can effect change on a wide variety of community concerns, only one of which is building resilience against violent extremism.

# Emphasizing Prevention

“We would much rather prevent violence from happening than make arrests. Prevention has to be your priority.”

—Chief Thomas Manger, Chief, Montgomery County Police Department

In order for a CVE program to be effective, there needs to be a focus on prevention of crimes and violence. It is important to establish “off-ramps” (e.g., counseling, mentoring, peer support programs) for individuals who may be contemplating violence.

Furthermore, community members who are part of initiatives like the CAPP must have confidence that if they share tips or information with the police about individuals who may be at risk for violence, the police will respond by helping to provide services, not by arresting the person, unless there is an imminent risk of a crime being committed.

## DEFINING SUCCESS IN VIOLENCE PREVENTION

It is difficult to measure the success of efforts to prevent violence, because there is no way to count events that never happen. Programs must find alternative metrics to assess their work.

The CAPP initiative uses metrics that measure the four pillars of the model (education, building a network of trusted adults and empowered youths, training, and providing services). For example, to measure its educational efforts, WORDE conducts surveys at meetings and trainings asking participants whether they agree or disagree with statements such as the following:

- “I have an increased understanding of the scope of the threat of violent extremism in the U.S.”
- “I better understand potential risk factors/ indicators of radicalization.”

- “I have gained new skills in identifying individuals who may be at risk of violent extremism.”
- “I better understand recruitment tactics of violent extremist organizations.”
- “I realize the importance of fostering trust and collaboration between diverse communities, especially those at risk of violence.”
- “I have an increased interest in engaging/ collaborating with diverse communities.”
- “I understand the importance of encouraging help-seeking behaviors for vulnerable individuals.”

## OTHER MEASURES

Service providers in the CAPP initiative are also looking for ways to determine whether referrals come as a direct result of the trainings provided within the CAPP umbrella. As an example, the Crossroads intake form asks individuals how they heard about Crossroads services, and their responses may indicate whether referrals came from a CAPP trainee. In the future, WORDE plans to conduct follow-up surveys with trainees, asking questions like, “Over the past year since you received training, if you encountered an individual who may be vulnerable to violence, have you referred him/her for intervention?”

For police department partners, there are specific considerations that executives should understand. Personnel assigned to work or liaise in a community-led program can assess their participation by reviewing the number of interventions conducted by CITs, number of mediations offered (particularly for SROs), and the number of referrals to service providers.

## TRANSPARENCY AND BUILDING TRUST

Police departments are in a better position to help build collaborative community partnerships if principles of community policing and transparency are ingrained in the agency's overall

culture. Programming to advance community resiliency objectives should be viewed not as a separate project, but rather as an extension of ongoing work to infuse a culture of community policing into all of an agency's practices.

### Intervention in Practice: Success Stories

To help prevent violence, the CAPP initiative focuses on four key tasks: (1) educational programming, (2) building a coalition of trusted adults and empowered youth, (3) providing the coalition with training to identify potential risk factors for radicalization to violent extremism, and (4) providing services to at risk individuals.

These four elements must be applied together for effective prevention. For example, in one case, CAPP stakeholders became aware of a teen whose family had recently immigrated to the United States. The teen was exhibiting aggressive behavior at school, shouting at teachers and threatening other students in class, which led to a suspension. A school counselor and an SRO became concerned about the teen's well-being and felt the youth could benefit from culturally competent counseling. Due to outreach efforts led by CAPP stakeholders, the counselor and SRO were aware of risk factors for violent extremism, and they also knew about locally available services to address the student's underlying issues. After determining that the student did not pose an active threat to others, the SRO and school counselor referred the teen to Crossroads. Crossroads clinical staff completed an assessment of the youth and determined that the youth struggled with severe trauma from witnessing war, and that he struggled to keep up with his schoolwork. They devised a comprehensive plan to provide the youth with English language education, academic tutoring, counseling for trauma, and positive leisure activities. Officials said that these services created a dramatic change in the client's well-being, including improved academic performance and no further aggressive behavior.

In another case, a teen was referred for an intervention by his parents, who reported that they could no longer manage his anger and aggressive behavior. The teen repeatedly threatened and intimidated his brother, during one incident smashing the family's glass dining table. The parents also worried that their son spent all of his spare time on his laptop; he had become increasingly more isolated from the family and had stopped socializing with close family friends.

The teen's parents heard of the Crossroads program at an event at their local community center. At the event, a Crossroads clinician led an educational program on youth mental health and handed out flyers for free counseling services.

Once the teen was referred, the Crossroads counselor developed a comprehensive plan that included anger management, building positive coping skills for stressors, family therapy, and involvement in MMA (Mixed Martial Arts). During therapy, the teen noted that in particular, his MMA coach was a trusted adult that he felt cared for him and always made him feel respected and included in the community. After several weeks, the family noted that the teen had learned how to better manage his anger and had started socializing again with family and friends.

## Promising Practices

**Promising Practice 8:** Ensure CVE programs focus on prevention and development of “off-ramps,” such as counseling, mentoring, and peer support programs.

**Promising Practice 9:** Measure the results of your efforts through process indicators, because it is difficult to measure outcomes for programs that aim to prevent violence.

Candor is central to MCPD’s efforts to build trust with the community. “We believe in transparency,” Assistant Chief McSwain said. “Every year we post on our website annual reports that deal with crime statistics. We also publish statistics on police use of force incidents, pursuits, hate crimes, and internal affairs complaints. Our goal is to continually work to build trust with the community by being as forthright as possible about everything we’re doing.”

Transparency, particularly in the context of how information about at-risk individuals will be shared and handled, directly affects the perceived legitimacy and community support for any violence prevention effort.<sup>28</sup> Community members need to know how a police department will handle any referral or intervention and how protected health information will be kept confidential. At the same time, police departments must be forthright in explaining that some referrals, depending on the nature of the information provided and whether it suggests an imminent risk to public safety, may require a law enforcement response.

28. Miller et al. *Promising Practices* (see note 21) 19-20.

29. “Strategic Implementation Plan” (see note 11).

The goal is to encourage dialogue and build relationships between police personnel and community members, so individuals will be confident in reporting tips or submitting questions. Community members must trust, based on their established relationship with the police, that the police will respond appropriately.

In addition to publishing yearly statistics, the MCPD also posts all departmental policies on its public website, including policies on use of force, its body-worn camera program, and citizens’ right to videotape police. Additionally, Chief Manger meets with several working groups of leaders of diverse communities on a monthly basis to take questions, obtain feedback on his officers’ efforts, and explain or clarify department actions or policies.

All of these actions increase the department’s credibility within the overall community, building trust through transparency.

### **EMPOWERING THE COMMUNITY TO ADDRESS A RANGE OF CONCERNS**

One of the key premises for the federal government’s Strategic Implementation Plan for preventing violent extremism is that local, state, and federal law enforcement agencies do not have the ability to address public safety alone.<sup>29</sup> Communities are key partners in

## Promising Practice

**Promising Practice 10:** Police agencies should infuse a culture of community engagement into all their policing practices and policies in order to build relationships and foster trust with community members. Transparency about the police role in a program designed to build community resilience against radicalization to violent extremism should be part of this larger community policing philosophy.

promoting public safety and must take an active role in ensuring their own protection. Just as communities work with the police to reduce burglaries, robberies, and other crimes, they can work with the police to prevent violent extremism.

One of the promising tactics that the FCWG has promoted is empowering the community to take an active role in promoting public safety. The CAPP initiative employs a broad understanding of what constitutes “the community” and what constitutes a public safety threat. Community resilience initiatives address not only rare threats like violent extremism and natural disasters, but also everyday problems like hunger and street crime.

### **Faith Leaders’ Response Team (FLRT)**

To assume a more active public safety role, the FCGW established the Faith Leaders’ Response Team (FLRT) subcommittee. FLRT members researched ways to provide meaningful support to affected faith community members following a hate crime. Normally, faith leaders would not learn about a hate crime committed within the community until it was reported in the news media. The MCPD created an information-sharing agreement with the FCWG that allows police to send details about a hate crime directly to the FCWG co-chair, who provides it to FLRT leaders. Team members can then reach out to the affected faith community and demonstrate their support. Depending on the circumstances and the victim’s willingness to receive such support, FLRT members may offer assistance through prayer, spiritual counseling, demonstrations of solidarity, or financial donations.

The FLRT team decided to pay special attention to hate crimes because they threaten the community’s social cohesion. FLRT support creates a powerful message for a faith community that may have a history of being discriminated against or being a marginalized

minority. The rapid FLRT response helps to combat feelings of isolation that can make individuals vulnerable to recruitment to violent extremism. By finding ways to turn feelings of anger into positive messages, FLRT members can help prevent potential retaliatory actions.

In one instance, a congregation in Gaithersburg, Maryland reeled after vandals spray-painted swastikas and other graffiti on the doors of their synagogue.<sup>30</sup> As soon as MCPD officers responded to the hate crime, they alerted the FCWG about what had happened so that they could reach out to the synagogue’s rabbi. FLRT leaders came out with a large showing of support to a candlelight vigil at the synagogue, with a variety of religions represented to demonstrate their solidarity. Following the vigil, the rabbi—who is now a regular member of the FCWG—publicly expressed how meaningful it felt to have the entire community behind his congregation. The FLRT’s information-sharing agreement resulted in improved relationships between the police department and the interfaith community and helped the community recover from this hate crime.

### **Emotional and Spiritual Care Volunteers (ESCVs)**

The Montgomery County DHHS, Office of Emergency Management and Homeland Security (OEMHS) and the FCWG established the Emotional and Spiritual Care Volunteers (ESCV) to expand the faith community’s role and capabilities in responding to critical incidents, including both human-made events such as terrorist attacks or major residential fires and natural disasters such as hurricanes. ESCV team members are formally trained and are ready to provide assistance during and after emergencies. For example, after an August 2016 apartment gas explosion and fire in Silver Spring, Maryland, the OEMHS system alerted the ESCV co-chair that ESCVs would

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30. Dana Hedgpeth, “Man, 18, Arrested in Vandalism of Gaithersburg Synagogue,” *The Washington Post*, April 15, 2015, [https://www.washingtonpost.com/local/crime/man-arrested-in-vandalism-of-gaithersburg-synagogue/2015/04/15/ce869ea8-e36c-11e4-b510-962fcabc310\\_story.html](https://www.washingtonpost.com/local/crime/man-arrested-in-vandalism-of-gaithersburg-synagogue/2015/04/15/ce869ea8-e36c-11e4-b510-962fcabc310_story.html).

be needed to comfort victims of the fire. Twelve ESCVs came to serve at the Red Cross Shelter and Family Reunification Center where the displaced victims had been taken.

The first group of ESCVs completed a course from the National Disaster Interfaiths Network, a nonprofit national network of interfaith disaster organizations whose mission is to “work[...] together to reduce disaster-caused human suffering through the exchange of information and cooperative support.”<sup>31</sup> The initial training covered information such as basic Incident Command System (ICS) concepts, which are familiar to police agencies and other first responders.

The OEMHS manages the training and deployment of the ESCV. The OEMHS coordinator is, as of this writing, in the process of reviewing the mobilization process, which is now based on a dual notification system using both email and text messaging. The coordinator will also identify additional training courses for the volunteers, tailored to specialty topics such as crisis counseling, sheltering operations, mass fatalities, and civil unrest. The group has also conducted a tabletop exercise based on a civil unrest scenario to improve their skills.

To ensure that ESCV volunteers do not unintentionally complicate the job of police, firefighters, and other first responders at the scene, ESCV team members are issued a purple vest and county ID badge, identifying them to the MCPD and the fire department and giving them access to emergency events. This identification helps reduce confusion at the scene and alerts first responders and victims to the presence of persons designated to help. Montgomery County also provides trained and registered volunteers with indemnity insurance under the county’s insurance plan.

The police and fire department were open to allowing trained and certified faith leaders on the scene of disasters because they recognized the value they could provide in addressing a holistic range of victim concerns. MCPD and Montgomery County Fire and Rescue Service (MCFRS) responders, for example, must focus primarily on the tactical considerations of a critical incident—which often means that they cannot meet with victims’ emotional or financial needs. The faith community has a unique ability to provide emotional guidance to those experiencing trauma or crisis and to bring their congregations together to donate needed goods and services.

## ENSURING PROGRAM LONGEVITY AND CONTINUITY

One challenge for implementing a similar initiative to the CAPP, is identifying funding mechanisms to achieve program goals. When a police agency leads this effort, it may be able to apportion funds from its dedicated budget, or may have an easier time applying

### Promising Practices

**Promising Practice 11:** Empower community members by finding ways they can take an active role in public safety initiatives. Faith leaders, for example, can be invaluable partners during critical incidents if they are properly trained, certified, identified, and deployed.

**Promising Practice 12:** Implement information-sharing initiatives between the police department and community leaders so that the community can immediately mobilize to show solidarity and provide emotional, spiritual and financial support to crime victims or others in need.

31. “Our Mission & Vision,” The National Disaster Interfaiths Network (NDIN), accessed July 10, 2017, [http://www.n-din.org/ndin/ndin\\_about.php](http://www.n-din.org/ndin/ndin_about.php).

for grants than community groups; this means that securing funding may become harder as community groups take the lead in such initiatives. The CAPP initiative, as a public-private partnership, is able to leverage the capabilities of its component organizations and has identified several opportunities to sustain its program initiatives.

### Partnerships

The FCWG has addressed sustainability challenges by including many private partners with long histories of community activism and service, which were able to share their knowledge about funding sources and processes for obtaining grants. These partners were also able to recognize the value in the FCWG's work and lend support—for example, the Interfaith Community Liaison at the Office of Community Partnerships (OCP) was able to recommend that the county council provide funding for the Crossroads program in its first year of existence, which it normally would not do. “We were able to help each other's efforts and give it credibility among the community,” said Interfaith Community Liaison Kaseman.

### Grants

At the time of the evaluation, the CAPP initiative was funded through grants from a variety of public and private sources. For

example, the OCP considers the FCWG a part of the official duties of the county's Interfaith Community Liaison. Partners from the Montgomery County DHHS and OEMHS also contribute staff hours to the effort.

Depending on the economic conditions of a particular jurisdiction, it may be more common for a city or county government to provide a grant to a nonprofit organization, rather than contributing the staff time of government employees. The Montgomery County Council and the Montgomery County Executive have both dedicated grants to sustain the CAPP initiative, either overall or specifically to the Crossroads program. Additionally, the Office of Community Oriented Policing Services (COPS Office) at the U.S. Department of Justice awarded WORDE a grant that provided funding support for a full-time LCSW to join the MCPD CIT.

Partnering with state and local homeland security agencies is a crucial step for ensuring the longevity of a violence prevention program like CAPP, because those agencies can secure funding from a wide array of sources designated for homeland security purposes. Pairing with OEMHS, WORDE was able to obtain a federal Urban Areas Security Initiative grant for the group's holistic services to build resilience against public safety threats.

## Promising Practices

**Promising Practice 13:** Be creative about securing funding sources for community-led initiatives.

**Promising Practice 14:** Create partnerships among diverse stakeholders to allow organizations to share their knowledge of processes and sources for grant funding.



# Educational Programming, Training, and Outreach

## EDUCATING MEMBERS OF THE COMMUNITY

In order to ensure that efforts to build community resilience against violent extremism will be able to detect and help at-risk individuals, it is important to maximize educational efforts. These efforts should include information on the following: potential indicators of at-risk individuals, available resources, and the referral processes for those resources.

Training must extend beyond community leaders to reach the people who are in the best position to understand when an individual is experiencing crisis: peers and family members.

For example, WORDE conducted a training program at the International Cultural Center for parents and concerned citizens entitled “Is Someone Recruiting Our Kids?” The event included speakers who formerly participated in violent extremist movements, including a former white supremacist and a former self-proclaimed jihadi. The speakers shared their personal stories of what influenced their radicalization and provided tips on how to recognize the warning signs of recruitment. The training also described the availability of services to address all of the threats that were discussed. And officials emphasized the program’s commitment to intervening in the lives of troubled individuals to prevent the mobilization to violence.

Public and private stakeholders interested in replicating the CAPP initiative should explore partnering with community members to create training programs that resonate with them. Involving the community in such a way allows them to coproduce community resiliency

efforts. The FCWG has used this tactic to identify training programs focused on the issues that their members were requesting.

For example, one faith leader from the FCWG worked with a local Anti-Defamation League representative who was a subject matter expert on hate crimes to conduct a training for faith leaders on how they can respond to hate speech. Knowing how best to address hate speech that can divide the community helps to ensure that individuals do not experience social isolation because of who they are.

Just as CVE programs overall should take an all-crimes, all-hazards approach, so should the training conducted in conjunction with a CVE initiative address a wide variety of public safety and quality of life concerns in the community. While it is certainly important to deliver training specifically focused on potential risk factors for violent radicalization, there also needs to be educational programming on a wider range of threats. Leaders looking to provide education to the community should consult community members about their greatest concerns and issues.

For example, WORDE and the FCWG sponsored an Internet safety training at a Montgomery County high school. Speakers discussed risks such as online radicalization, recruitment efforts of transnational terrorist organizations, online predators, and cyber bullying. Attendees were particularly interested in learning about how they could monitor their children’s use of social media, as well as dangerous websites and platforms. Attendees were interested to learn that many of the same techniques used by sexual predators were also employed by violent extremist recruiters.

Any training conducted as a part of a larger initiative to build community resilience to violent extremism should be piloted. These test runs can help provide quality assurance that the training is accurate and will resonate with community members. Pilot trainings also help program organizers to assess the impact and efficacy of the initiative and modify the content if needed.

## **TRAINING A NETWORK OF TRUSTED LEADERS**

In the CAPP initiative, preventing violent extremism is predicated on having a large network of trusted individuals who are trained to know when and how they should step in to help at-risk individuals. To build this network, training should be offered to community leaders, local government representatives, police officers, and school officials, and others

### Promising Practices

**Promising Practice 15:** Target training not only to key stakeholders in positions of trust in the community (such as social workers, educators, or school resource officers), but also to peers, parents, and families.

**Promising Practice 16:** Explore ways to partner with community members to create training programs that resonate with them.

**Promising Practice 17:** Pilot trainings and modify as necessary prior to including any training as part of a larger CVE initiative.

**Promising Practice 18:** Ensure that educational programming addresses a full spectrum of public safety and quality of life concerns – i.e., all hazards, various types of crime, and specific community issues of concern to its members.

in positions of trust. These people will be crucial resources for connecting with individuals in the community who may be disaffected, experiencing social isolation, or flirting with violence.

## **The content of training**

The content of this training should include the following core components: a definition of violent extremism; an overview of the various types of violent extremism; potential risk factors for radicalization; cultural competency; and available resources for interventions. Training should aim to help participants understand extremist narratives, particularly those that are ideologically driven, and also differentiate between mainstream ways of thinking and extremist beliefs and practices. Finally, cultural competency should be woven throughout all training presentations.

## **Definition of violent extremism**

It is important for those being trained to intervene in the lives of vulnerable individuals to understand exactly what the term “violent extremism” means. In the CAPP initiative, trainers define violent extremism as ideologically motivated violence to achieve social, political or economic change. Training should distinguish between beliefs and the actual prescription to commit ideologically based acts of violence to further economic, political or social goals.

## **Types of violent extremism**

Many types of violent extremism affect the United States. In order to protect public safety, therefore, it is important to learn about the variety of potentially violent ideologies to which at-risk individuals may turn. Training on violent extremism should discuss a broad range of threats, including al-Qaeda or ISIS-inspired violent extremism; antigovernment or sovereign citizen-inspired violent extremism;

ideologically-motivated gang violence;<sup>32</sup> racial violent extremism; environmentally-motivated violent extremism; anti-capitalist violent extremism; and other forms of violent extremism (e.g., “single-issue terrorism,” such as abortion clinic bombings or animal rights violent extremism).

Practitioners should be aware that some audience members may have a greater familiarity with some types of violent extremism than others—for example, an audience of police officers will be likely to have an understanding of the Sovereign Citizen movement, which has posed serious threats to officer safety. As a result, each training should be adapted for each target audience.

To ensure that the training content is accurate and thorough, program administrators should consider using multiple trainers to discuss the types of violent extremism with which they are familiar. For example, administrators may consider using former white supremacists to discuss that movement or intelligence analysts to discuss the Sovereign Citizen movement.

### **Potential risk factors for all forms of violent extremism**

Training on potential risk factors, while essential, is also inherently difficult. There is no one path to violent extremism. According to subject matter experts in the CAPP initiative, attempts to identify a common radicalization cycle usually oversimplify what is a more much complex process. In response, WORDE developed a guiding framework to understanding the complex, multi-layered processes of radicalization based on empirical research on convicted terrorists and terrorist incidents.<sup>33</sup>

WORDE’s framework uses clusters of potential risk factors that may indicate an individual is at risk for radicalization to violence. These potential risk factors fall into the following categories:

- **Ideology, beliefs and values:** For example, a belief that the government poses a threat to a group, a bifurcated worldview of “us versus them,” and a justification of violence to bring about change.
- **Psychological factors:** For example, Post Traumatic Stress Disorder, other mental illness, or the need for a sense of purpose.
- **Sociological motivators:** For example, alienation, acculturation problems, marginalization, discrimination, and kinship ties.
- **Political grievances:** For example, human rights abuses, lack of political rights, corruption, and foreign conflicts/occupation.
- **Economic factors:** For example, lack of employment, relative deprivation, and interest in violent extremist groups’ financial incentives.

**Training should be developed in conjunction with a subject matter expert to ensure that discussions of potential risk factors for violent extremism are handled with clarity, accuracy, and subtlety.**

### **Cultural competency**

A comprehensive training initiative should also seek to increase the cultural competency of everyone who is involved. Cultural competency is especially important for individuals who are involved in community outreach initiatives (e.g., public officials, law enforcement officers, and social service providers). It is important for these professionals—and for the community at

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32. There is a wide body of research on the similarities in recruitment practices between gangs and violent extremist movements. See for example, Scott Decker Scott and David Pyrooz, “Gangs, Terrorism, and Radicalization,” *Journal of Strategic Security* 4, no. 4 (2011): 151–166.

33. Hedieh Mirahmadi, “Building Resilience Against Violent Extremism: A Community-Based Approach,” in *The Annals of the American Academy of Political and Social Science*. Edited by: Rand Beers, Richard A. Clarke, Emilian Papadopoulos, and Paul Salem, Vol. 668, November 2016.

large—to understand cultural norms in various communities that may be barriers to social cohesion, as well as innocuous cultural practices that may be misconstrued as suspicious behavior. As an example, in a culture where men and women are not allowed to be alone together, a woman’s failure to open the door and invite a male police officer into her home should be understood as a cultural practice, not as hostility to the police. Cultural competency training can also help law enforcement officers and service providers conduct more effective outreach, and thereby increase communication and trust between officers and the diverse communities they serve.

### **Available resources for interventions**

Training should familiarize the trainees with local government agencies and nonprofit or private sector agencies that provide the types of services that are helpful to individuals who may be at risk of radicalizing to violence. These resources include counseling and mental health care, job training and placement services, educational programs, and positive alternatives to radicalization or criminal activity.

Training should provide concrete strategies for responding to potential public safety threats.

### **Case studies and story telling**

In order to appropriately intervene and assist those in need, it is important to understand potential risk factors. Real-world examples—in the form of case studies—are an especially effective way to demonstrate how potential risk factors may manifest in an individual. These concrete examples help audience members understand how an at-risk individual may turn towards violent extremism or become susceptible to recruitment. Trainers must ensure that any personal identifying information in real-life case studies is changed to protect the privacy of subjects, particularly juveniles.

CAPP trainers have begun using a technique that has proven successful in Canada, known as “storytelling.”<sup>34</sup> With this method, trainers deliver a monologue, based on actual events and publicly available information about actual terrorism cases, in which an at-risk individual tells his or her story. These narratives engage the audience and help them identify the potential warnings signs and risk factors for extremism.

Trainers must clearly articulate the difference between nonviolent religious or political beliefs and the correlating deviant interpretations that justify violence. This is especially important when presenting the basic tenets of Islam; those not familiar with the religion may have a poor grasp of the distinctions between the mainstream ideology and the perversions of it propounded by extremist groups. Presenting the facts and encouraging dialogue allows community members to ask questions in a nonthreatening environment.

While researching this report, the PERF team distributed feedback forms at various types of training and educational programs conducted as a part of the CAPP initiative, and the most common request by attendees was to receive more information on Islam. Respondents included SROs, social workers, school counselors, police officers, and community members. The question asked was, “What topic(s) would you like to see included or expanded upon at future training sessions?” Typical comments included the following:

- “Education on what true [Muslim] beliefs are, [and how they are] being twisted to tell followers to kill.”
- “Increase the educational elements regarding the legitimate beliefs shared by many of the [world’s] citizens. . . . [I]t is very easy for ignorant individuals to associate [Islam with] those who degrade the religion by

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34. Angus Smith, “Telling Stories: Preventing Violent Extremism through Community Engagement,” *The Police Chief* February 2015: 40–41, <http://www.policemagazine.org/telling-stories-preventing-violent-extremism-through-community-engagement/>.

committing senseless acts of violence in its name, versus those who practice the religion by adhering to its true nature of beliefs and peace. In this context, I believe it would be beneficial to teach more factual background of the religion.”

- “As officers, we . . . have no training on understanding radical Islam.”
- “Please provide more information on the actual history of Islam and how and why the belief system has been twisted by radical extremists.”

## TRAINING CONSIDERATIONS

### Ensuring reputability

Practitioners should ensure that all trainers—whether outside experts or members of the community—are vetted and reputable. Federal DHS guidance recommends that vetting should include reviewing the prospective trainer’s resume and any news media coverage of the trainer’s work, contacting other jurisdictions that have used the trainer, interviewing the trainer, and watching the trainer conduct a session, if possible. Speakers and trainers on any

topic—from emergency preparedness to hate crimes—should have experience and messaging consistent with the overall goals of the program.

Subject matter experts on trends and recruitment tactics in violent extremism trends should also aim to address particular concerns in the trainees’ jurisdictions. In a locality where Sovereign Citizens may be prevalent, for example, trainers should address the techniques those groups use to recruit members and motivate them to commit violent acts based on antigovernment animus.

### Formalizing training

In order to institutionalize a training program to increase awareness of the threat of homegrown radicalization, the trainings themselves must be conducted in a manner that can be replicated by new trainers. While it is helpful if a subject matter expert conducts the training, this is not always feasible. What is most important is that the training materials are developed by subject matter experts, vetted to ensure accuracy, and then used by all trainers so that no matter which event participants attend, they receive the same information.

## Promising Practices

**Promising Practice 19:** Provide educational and training sessions to community members, government officials, police officers, school counselors, social workers, and other involved persons about the goals and functions of the multi-faceted partnership.

**Promising Practice 20:** Ensure training focused on understanding violent extremism covers the following: a definition of violent extremism, an overview of the various types of violent extremism, the potential risk factors for all types of violent extremism, cultural competency to improve services to underserved populations, and community-based resources for conducting interventions.

**Promising Practice 21:** Use case studies and other strategies, such as “storytelling,” to help trainees deepen their understanding of the potential risk factors and process of violent radicalization.

**Promising Practice 22:** Employ culturally competent trainers to provide an overview of ideologies that are corrupted to produce violent extremism. Training should aim to help participants understand extremist narratives, particularly those that are ideologically driven, and also differentiate between mainstream ways of thinking and extremist beliefs and practices.

Additionally, materials should be revisited on a regular basis so outdated material can be removed and new material can be included. It is best to develop a “train the trainer” curriculum; trainers should also receive periodic refresher training as well, so that they are continuously informed and using up-to-date materials. To address potential gaps and ensure that training reaches all segments of the community, WORDE has developed an instructor’s manual to guide communities in developing CVE programs, including a full module on engaging Muslim communities to ensure that this traditionally under-represented community is involved alongside other faith communities in preventative efforts.<sup>35</sup>

PERF surveys of training participants showed that many audience members want handouts, copies of PowerPoint presentations, and other documents that they can take away from training to use for future reference and to share with colleagues.

### Applicability

Training should aim to provide solutions to current challenges and give concrete examples of how community members can help. To be seen as effective, a training presentation should be tailored to the roles and responsibilities of the audience, showing how to apply the information to their profession or their role in the community. For example, a training geared towards patrol officers should present hints, tips, and recommendations for dealing with a potentially radicalized individual in a law enforcement context. Training should provide context specific to the trainees and available resources to assist them, including options for services to call on if no crime has been committed.

At a WORDE training for members of the MCPD District Community Action Teams, who specialize in building relationships with specific geographic areas in the county to address crime and quality-of-life concerns, participants expressed a desire to connect the training to their everyday duties. Participants noted that the most beneficial aspect of the training for them was the case studies. When asked “On what topics in today’s presentation would you have liked greater emphasis?” respondents’ answers included the following:

- “Case study examples”
- “Identification of at-risk individuals from a law enforcement perspective. We have brief encounters with individuals which makes [risk] hard to pick up on.”
- “More info on what intervention tactics have worked and not worked in the real world.”

## Promising Practices

**Promising Practice 23:** Emphasize the importance and applicability of training to everyday situations, so that attendees understand its relevance and can immediately answer “How does this affect me”?

**Promising Practice 24:** Give trainees reference materials; they will be more receptive and internalize the information more effectively.

**Promising Practice 25:** Ensure all trainers are vetted, engaging, and have reputable messaging.

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35. Hedieh Mirahmadi and Mehreen Farooq, “Developing a Community-Led Approach to Countering Violent Extremism (CVE): An Instructor’s Manual,” (Montgomery Village, Maryland: WORDE, 2016), <http://www.worde.org/publications/an-instructors-manual-for-developing-a-community-led-approach-to-countering-violent-extremism-cve/>.

# Intervention and Providing Holistic Services

## INTERVENTIONS AND SERVICES

### The philosophy of interventions

An essential tenet of the CAPP is that the community response to violent extremism should not rely solely on criminal enforcement: instead, individuals at-risk for violence should be given an “off-ramp,” or an opportunity to get help. To create these off-ramps, community members who choose to lead the effort must build partnerships with public officials to create an intervention program to provide referrals to community-based service providers. It is important to not only establish alternatives to arrest, but also publicize them, so that when community members come into contact with vulnerable individuals who have not yet mobilized to violent extremism, they know to alert public and private stakeholders or, when appropriate, to link the individual with services and counseling directly.

Organizations providing services should be clear and direct about exactly how referrals may be handled, cautioning community members that some situations may warrant reporting an individual’s behavior to local or federal law enforcement partners if the individual poses an imminent threat to self or others or raises homeland security concerns. However, if the community has developed robust intervention and diversion services, police involvement need not begin or end with arrest. Police can play a crucial role in connecting individuals to other stakeholders that can give them assistance.

Community members should be involved in creating such diversion programs, partnering with police executives to identify and agree upon alternatives to arrest. Available resources, potential mechanisms for intervention and

## The Crossroads Program

The Crossroads program staff has conducted a substantial amount of outreach to community leaders to educate them on how to use the clinic and other social service agencies as a resource. This outreach is identified as a formal part of staff duties—Crossroads’ clinicians and caseworkers are required to dedicate a set number of hours to networking, presenting, and attending community forums, in order to ensure service providers are aware of their services. Staff track metrics such as hours spent, brochures distributed, etc. Crossroads’ staff focuses their outreach on potential sources of referrals: public schools, police departments, other community organizations or grassroots groups, houses of worship, and government service providers.

assistance, and circumstances that make criminal enforcement necessary should all be clearly defined and conveyed to community members. It is essential that the process remain transparent, so that community members can feel confident intervening in the lives of at-risk individuals, knowing the individuals will get help and have an off-ramp rather than an automatic arrest.

### **Crisis Intervention Teams in police departments**

Many police departments throughout the country have established Crisis Intervention Teams (CIT) to deal with ongoing mental health crises. CIT officers have special training and can ease a tense situation, such as where an individual in crisis may be exhibiting erratic or unstable behavior that prompts neighbors to call the police. Where CITs exist, they are a crucial community resource and should be involved in community programs to resist violent extremism. Using these trained professionals makes prevention and intervention efforts more successful in the long term, but it also demonstrates to the community as a whole that violent extremism is not viewed by authorities as simply a “Muslim problem.”

The MCPD has a dedicated CIT that conducts assessments with the help of a civilian specialist. The CIT has also recently hired a full-time civilian LCSW who is specifically attuned to and trained to look for potential indicators that individuals may be vulnerable to violent extremism. The CIT examines individuals in crisis who may be at-risk for radicalization, fitting into the CAPP initiative’s overall efforts to connect community members to services before they engage in violence.

### **Culturally-attuned services**

Within the CAPP initiative, the Crossroads program offers job counseling, clinical mental health care, and positive youth development programs to underserved populations in Montgomery County, including residents with moderate to low incomes from Muslim-American, Middle Eastern, South Asian, and North, West, and East African communities. Crossroads takes a trauma-informed and culturally sensitive approach to providing these services. Rather than stressing individual pathology, practitioners focus on how specific environmental and cultural issues may affect individuals. These issues may include cultural stigma against seeking mental health care or family dynamics that make adjusting to life in the United States more difficult.

This culturally attuned approach is particularly important with immigrant and refugee populations fleeing violence in their countries of origin, who may also have PTSD from living in a war zone. By taking a holistic view of the client, health providers and caseworkers can understand the combination of unique cultural and personal factors which should inform their individual care plans.

Prior to developing a plan for connecting individuals with specific services, Crossroads staff complete an intake assessment to determine specific areas of concern for clients. The intake examines potential indicators that an individual may be vulnerable towards extremist recruitment or have sympathies for violent behavior. The clinicians develop treatment plans to mitigate the impact of any potential risk factors, while increasing the client’s protective factors.

### **Legal issues**

Interventions, and the organizations which oversee them or provide services, must ensure compliance with all legal requirements on information sharing. For example, clinics must comply with the requirements of the Health Insurance Portability and Accountability Act (HIPAA) that impose confidentiality on personal health information; providers are required to keep information private unless it rises to the level of a national security threat or an imminent danger to public safety. Schools are under similar limitations under The Family Educational Rights and Privacy Act (FERPA) for their students. Memoranda of Understanding (MOU) are an effective way to ensure compliance with these laws.

Several nongovernmental and community groups throughout the country have been hesitant to get into the business of intervening in individuals’ lives. They are concerned that, should an intervention fail and the individual go on to commit a violent act, they could be held responsible or even charged with providing material support for terrorism. This is a misconception, but a widely held one. There is



a clear need for more guidance from the federal government addressing this misconception and advising on how organizations looking to intervene in radicalization to violent extremism can avoid potential liability. In order to alleviate these concerns, lead public and private stakeholders in the CAPP initiative found it

promising to establish clear communication channels among community groups and the MCPD. These stakeholder relationships will help to bridge the gap between the community and federal law enforcement if FBI involvement becomes necessary.

## Promising Practices

**Promising Practice 26:** Involve both community members and the local police agency when developing an intervention and referral program.

**Promising Practice 27:** Be cognizant of the overlap between violent extremism and mental health issues and invest resources in this space.

**Promising Practice 28:** Ensure that mental health and intervention services are culturally sensitive and trauma-informed.

**Promising Practice 29:** Create well-articulated intervention plans including information on how stakeholders refer individuals for interventions, the types of services provided, and how information regarding an individual will be shared among stakeholders. When communicating with community members about the program, be transparent about the intervention process to alleviate hesitation regarding reporting at-risk individuals.

**Promising Practice 30:** Work together with all participants to ensure compliance with information-sharing requirements such as HIPAA and FERPA and establish clear communication lines with local police agencies who can serve as liaisons to federal law enforcement. Memoranda of Understanding among all stakeholders are an effective way to ensure compliance with established laws.

# Summary of Promising Practices

## **COMMUNITY ENGAGEMENT, CONNECTING STAKEHOLDERS, AND SOCIAL COHESION**

### **Community engagement and buy-in**

1. Community members tend to view programming that is administered and led by community leaders, not the police department, as more legitimate. Therefore, community-led programs may be more successful in building resiliency against violent extremism.
2. Allow community members to shape the program and identify what services are needed for the community.
3. When a violence prevention program is led by community organizations, the local police department is an essential partner. The community leaders and police leaders should work together to build secure relationships of trust.

### **Bringing together a diverse community for a variety of concerns**

4. Building bridges between diverse stakeholders through cohesive interfaith efforts and programming is an effective way to bring the community together.
5. Community-led preventative efforts should be conducted with a whole-community, interfaith approach.
6. Faith leaders are effective partners in connecting government and community stakeholders.
7. Engagement cannot be limited solely to CVE topics and goals—it must embody an all-crimes, all-hazards approach. Despite the name “CVE,” these programs must not be viewed as targeted to preventing violent

extremism, but rather as a method to build relationships and trust among community members so all quality-of-life issues can be addressed and improved.

### **Emphasizing prevention**

8. Ensure CVE programs focus on prevention and development of “off-ramps” such as counseling, mentoring, and peer support programs.
9. Measure the results of your efforts through “process” indicators, because it is difficult to measure outcomes for programs that aim to prevent violence.

### **Transparency and building trust**

10. Police agencies should infuse a culture of community engagement within all their policing practices and policies in order to build relationships and foster trust with community members. Transparency about the police role in a CVE program should be part of this larger community policing philosophy.

### **Empowering the community to address a range of concerns**

11. Empower community members by finding ways they can take active roles in public safety initiatives. Faith leaders, for example, can be invaluable partners during critical incidents if they are properly trained, certified, identified, and deployed.
12. Implement information-sharing initiatives between the police department and community leaders so that the community can immediately mobilize to show solidarity, and provide emotional, spiritual and financial support to crime victims or others in need.

## **Ensuring program longevity and continuity**

13. Community-led initiatives need to be creative about securing funding sources. One such example may be from developing partnerships with local government executives or legislative bodies and/or partnering with other nonprofit agencies in the community to apply for local, state and federal grant funds.
14. Creating partnerships among diverse stakeholders allows organizations to share their knowledge on possible processes and sources for grant funding.

## **EDUCATIONAL PROGRAMMING, TRAINING, AND OUTREACH**

### **Educating members of the community**

15. Training should not only target key stakeholders who are in positions of trust in the community such as social workers, educators, or school resource officers, but they should also be tailored for peers, parents, and families.
16. CVE practitioners should explore ways to partner with community members to create training programs that resonate with them.
17. Any training conducted as a part of a larger CVE initiative should be piloted.
18. Educational programming should address the entire threat matrix in the community (all hazards, all types of crime, and quality-of-life issues that concern community members).

### **Training a network of trusted leaders**

19. CVE program officials should provide educational and training sessions to community members, government officials, police officers, school counselors, social workers, and other involved persons about the goals and functions of the program.
20. Training focused on violent extremism should cover: a definition of violent extremism; an overview of the various types of violent extremism; the potential risk factors for

all types of violent extremism; cultural competency to improve services to underserved populations; and community-based resources for conducting interventions.

21. Use case studies and other strategies, such as “storytelling,” to help trainees deepen their understanding of risk factors and how violent radicalization happens.
22. There is often a desire among trainees to learn more about underlying ideologies that are corrupted to produce violent extremism.

### **General training considerations**

23. Trainings must emphasize the importance and applicability of training to everyday situations, so that attendees understand their relevance and can immediately answer “How does this affect me”?
24. Trainees are more receptive and internalize the information more effectively when given reference materials.
25. Trainers should all be vetted, engaging, and should have reputable messaging.

## **INTERVENTION AND PROVIDING HOLISTIC SERVICES**

### **Intervention and services**

26. Community members must proactively build partnerships with the local police agency to develop an intervention and referral program.
27. Be cognizant of the overlap between violent extremism and mental health issues and invest resources in this space.
28. Mental health and intervention services should be culturally-sensitive and trauma-informed.
29. Having a well-articulated intervention plan is crucial.
30. Participants should work together to ensure compliance with information-sharing requirements, including implementing MOUs, and should establish clear communication lines with local police agencies, who can serve as liaisons to federal law enforcement.

# Epilogue

In 2016, WORDE developed a Strategic Plan to institutionalize and strengthen the work that was piloted in Montgomery County, and to create a roadmap for replication in other jurisdictions. The plan, which articulates a new framework for a community and police partnership, includes several avenues to increase accountability and transparency, broaden the base of stakeholders, and establish a multi-disciplinary task force for coordinating interventions.<sup>36</sup>

The framework for the initiative has been shared with and implemented in several other jurisdictions throughout the country, with the aim of eventually developing a national prevention network. Building on the promising practices developed under the CAPP initiative, these programs all share the same ultimate goal: to prevent instances of violent extremism by strengthening community resiliency and providing at-risk individuals with positive alternatives to violence.

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36. "The Building Resilience Against Violent Extremism (BRAVE) Model: A Collective Impact Initiative that Increases Public Safety and Social Cohesion," last updated June 2016, <http://www.worde.org/publications/a-strategic-plan-for-wordes-brave-model/>.

# Appendix A. CAPP Administrators and Stakeholders: Overview of Roles and Responsibilities

**The Faith Community Working Group (FCWG)** – The FCWG is a diverse body of faith leaders who lead outreach initiatives for the CAPP. The FCWG is administered by Reverend Mansfield “Kasey” Kaseman, the Office of Community Partnerships’ (OCP) Interfaith Community Liaison. Members are faith leaders in Montgomery County committed to interfaith efforts from a wide range of traditions, including Christianity, Judaism, Islam, Zoroastrianism, Buddhism, and Sikhism. There are approximately 90 different faith traditions represented in Montgomery County,<sup>37</sup> making interfaith outreach a necessary part of any community-building efforts

In addition to general membership responsibilities, the group has dedicated subcommittees to delve more deeply into issues of interest. For example, the Education Subcommittee serves as a link between the county’s faith community and its school system, and the Religious Land Use Working Group helps faith leaders navigate zoning issues for their houses of worship.

The Faith Leaders Response Team (FLRT) specializes in providing guidance to faith leaders on how to respond to critical incidents, hate crimes, or violence in the community. Under the umbrella of the FLRT, there is also a specially trained team of Emotional and Spiritual Care Volunteers (ESCVs) who deploy to disaster scenes to offer community members spiritual counseling and support.

**WORDE** – The World Organization for Resources and Development Education (WORDE) is a key leader in the CAPP initiative and the principal nongovernmental partner for the FCWG. The nonprofit group is dedicated to enhancing communication and understanding between communities to mitigate social and political conflict. WORDE serves as the CAPP’s subject matter experts on CVE. WORDE also manages the International Cultural Center (ICC).

**The International Cultural Center (ICC)** - The ICC is a community center where “people of diverse backgrounds can come together to engage in community-building programs, social action projects, and educational programs built to promote pluralism and social cohesion based on mutual respect and harmonious coexistence.”<sup>38</sup> The ICC conducts programming such as friendship picnics, arts festivals, and school supply drives.

**Crossroads** - To respond to the complex needs of individuals who may be vulnerable to radicalization, the ICC established the social service agency Crossroads. Crossroads was specifically created to cater to underserved county residents with Middle Eastern; South Asian; North, East, or West African; and Muslim-American backgrounds. Crossroads clinicians provide culturally and linguistically competent counseling and case management. This means that they are well versed in the integration challenges particular to their clients and proficient in their most commonly spoken languages, including Bengali, Farsi, Arabic, and Urdu.<sup>39</sup>

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37. “Montgomery County, Maryland Religion Statistics Profile,” City-Data.com, accessed May 19, 2017, <http://www.city-data.com/county/religion/Montgomery-County-MD.html>.

38. International Cultural Center homepage, accessed May 18, 2017, <http://www.theicc.net/>.

39. “About Crossroads,” accessed May 19, 2017, <http://www.theicc.net/programs/crossroads>

Crossroads counselors provide specialized assistance to community members on a wide variety of topics, such as employment assistance, obtaining social services, youth mentoring, positive youth development, and support groups for youth.

**Office of Community Partnerships (OCP)** – Montgomery County’s Office of Community Partnerships (OCP) is a local government office under the Office of the County Executive (OCE), whose mission is to strengthen relationships and engagement between the Montgomery County government and its residents. OCP places a special emphasis on underserved and emerging communities. The OCP has a variety of liaisons dedicated to engaging with specific communities: for example, there is a Latin American Community Liaison and an African and Caribbean Community Liaison. OCP also operates the Gilchrist Center for Cultural Diversity, which welcomes immigrants and newcomers to the county and creates programs like English language courses, legal services, cultural competency and diversity educational programming, and referrals to free or subsidized service providers.

**Office of the County Executive (OCE)** – The Office of the County Executive is the team behind County Executive Isaiah “Ike” Leggett. Its mission is to pursue the common good for the diverse communities in Montgomery County through a variety of initiatives, including the OCP. The OCE has provided grant funds and other support to the CAPP initiative.

**The Montgomery County Council** – The Montgomery County Council is the county’s legislative body. It has provided grant funding for the CAPP initiative, including dedicated funds for the Crossroads program.

**Office for Emergency Management and Homeland Security (OEMHS)** – OEMHS is the local government agency responsible for emergency preparedness in Montgomery County. The agency is a crucial partner for the

CAPP initiative in providing guidance and support on a variety of public safety issues. For example, OEMHS is tasked to work with the FCWG’s ESCV team on responding to critical incidents.

**Montgomery County Public Schools (MCPS)** – The Montgomery County Public Schools are a key partner in the CAPP initiative for helping to support positive youth development. Teachers and school counselors are an essential part of the coalition of trusted adults who help youths overcome issues that may make them vulnerable to violent extremism. For example, a teenager who shows signs of alienation and isolation from his fellow students and the larger community may be more vulnerable to radicalization via online forums. The CAPP trains MCPS personnel to recognize and provide referrals to at-risk students in order to connect them with services.

**Department of Health and Human Services (DHHS)** – DHHS is the government body that provides essential services throughout Montgomery County, including mental health and substance abuse treatment, family crisis assistance, and other services to build safe and healthy communities. One specific mission is also to help residents prepare for a public health or a public safety emergency. DHHS’s counselors are members of the larger network of trusted adults and empowered youths who are trained to recognize issues and intervene in vulnerable individuals’ lives.

**Montgomery County Police Department (MCPD)** – The MCPD is the local police agency that has jurisdiction over most parts of Montgomery County. For the purposes of the CAPP initiative, key police officials include the command staff, School Resources Officers (SROs), Crisis Intervention Team (CIT) members, intelligence personnel, and officers who specialize in community engagement. MCPD officers receive training on how to recognize individuals in-need of assistance or at risk of recruitment to violent extremism, and about the community partners and services that are available to help such individuals. Police

personnel are also instrumental in helping build social cohesion through participation in community events and initiatives.

**Crisis Intervention Team (CIT)** – The MCPD Crisis Intervention Team was established in 2000 to help provide specialized mental health services for anyone in need. Crisis Intervention Team members receive 40 hours of training to earn certification and attend annual refresher courses to maintain it. They are responsible for responding to calls for service involving community members with mental illnesses, developmental disabilities, or other conditions that can cause them to behave erratically and sometimes dangerously.<sup>40</sup>

With funding from the COPS Office, the MCPD has also hired an LCSW to be a part of the CIT. This social worker has 20 years of clinical experience with trauma and violence and is an important resource for advice and direct service referrals in cases in which a person has a mental illness, as well as in cases with a radicalization or violent extremism component.

## **Intelligence Personnel**

It is important that officers who participate in programming geared towards social cohesion and outreach and those who focus on intelligence-gathering be kept separate, except in situations involving a risk to public safety or homeland security, in which case outreach officers may pass that information along to intelligence specialists. CVE programs should focus on building social cohesion and trust between community members and the police. If community members think that a CVE program is merely a “front” for intelligence gathering about minority communities, they may not want to participate in it.<sup>41</sup>

In the CAPP initiative, community organizations involved in intervening with at-risk persons established a relationship with officers in the MCPD’s criminal intelligence unit, in order to clarify reporting requirements in the rare event that they become aware of a person who might pose an imminent risk to public safety or homeland security. Officers in the Intelligence Unit also need to know which community members are leading interventions, in case the police need to serve as a liaison between the community and federal law enforcement agencies.

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40. Susan J. Farag, “Briefing: Public Safety Staff Training – County Residents with Disabilities and Mental Illness,” memorandum to Montgomery County Council, Public Safety and Health and Human Services Committees, March 29, 2011, [http://www.montgomerycountymd.gov/COUNCIL/Resources/Files/agenda/cm/2011/110331/20110331\\_PSHHS1.pdf](http://www.montgomerycountymd.gov/COUNCIL/Resources/Files/agenda/cm/2011/110331/20110331_PSHHS1.pdf).

41. Elizabeth Miller, Jessica Toliver, and David Schanzer, *Promising Practices for Using Community Policing to Prevent Violent Extremism* (Durham, NC: Triangle Center on Terrorism and Homeland Security, 2016), <http://www.policeforum.org/assets/usingcommunitypolicingtopreventviolentextremism.pdf>

# Abbreviations

**CAPP**—Community Awareness and Prevention Program

**CIT**—Crisis Intervention Team

**COPS Office**—Office of Community Oriented Police Services

**CVE**—Countering Violent Extremism

**DCAT**—District Community Action Teams

**DHHS**—Department of Health and Human Services

**DHS**—Department of Homeland Security

**ESCV**—Emotional and Spiritual Care Volunteer

**FCWG**—Faith Community Working Group

**FERPA**—Family Educational Rights and Privacy Act

**FLRT**—Faith Leader Response Team

**HIPAA**—Health Insurance Portability and Accountability Act

**ICC**—International Cultural Center

**LCSW**—Licensed Clinical Social Worker

**MCFRS**—Montgomery County Fire and Rescue Service

**MCPD**—Montgomery County Police Department

**MCPS**—Montgomery County Public Schools

**OCP**—Office of Community Partnerships

**OEMHS**—Office for Emergency Management and Homeland Security

**PTSD**—Post-Traumatic Stress Disorder

**SRO**—School Resource Officer

**WORDE**—World Organization for Resource Development and Education



# About WORDE

**The World Organization for Resource Development and Education (WORDE)** is a nonprofit, educational organization whose mission is to enhance communication and understanding between communities to mitigate social and political conflict. Utilizing a research-informed foundation for programming, WORDE identifies drivers of conflict and opportunities for building strong,

resilient communities. WORDE's global team of specialists provide governmental and nongovernmental clients with needs assessments, strategic guidance, training, and analysis to improve public policy and programming to advance peace and security.

To learn more, visit WORDE online at [www.worde.org](http://www.worde.org)

In response to recent terror attacks, many government agencies, including police departments, have developed programs for countering violent extremism (CVE). In Montgomery County, Maryland, a community group representing multiple stakeholders, including faith leaders and government partners, worked together to create the first evidence-based community-led CVE model. WORDE's Community Awareness and Prevention Program (CAPP) is an early warning system, developed by the World Organization for Resource Development and Education (WORDE), focused on social cohesion and engaging and educating all members of the community to prevent violent extremism. It offers counseling, workshops, training, and other services to build awareness of violent extremism. In addition, it creates a network of trusted adults and empowered youth who can recognize potential risk factors and provides help to individuals who may be at-risk for radicalization. This report, developed by PERF, describes the program in detail, outlining promising practices and lessons learned which can be used by other communities interested in creating similar programs.