

**BRENNAN  
CENTER  
FOR JUSTICE**

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at New York University School of Law

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March 4, 2016

**Via Certified Mail and E-Mail**

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**Re: Maryland Public Information Act Request**

To Whom It May Concern:

This is a request under the Maryland Public Information Act ("PIA"), GP § 4-101 *et seq.*, on behalf of the Brennan Center for Justice at New York University School of Law ("Brennan Center").

The Montgomery County Police Department ("MCPD") has been engaged in various "countering violent extremism" ("CVE") efforts as part of a "public-private partnership" with the World Organization for Resource Development and Education ("WORDE") and the Montgomery County Office of Community Partnerships ("OCP").<sup>1</sup> This partnership is often referred to as the "Montgomery County Model" ("MCM").

The Brennan Center respectfully requests the following records pertaining to OCP's CVE-related efforts.

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<sup>1</sup> Letter from Bruce Adams, Director, Office of Community Partnerships to Office of Community Oriented Policing Services (COPS), Department of Justice (June 11, 2014); DEP'T OF JUSTICE, FY 2016 PERFORMANCE BUDGET: OFFICE OF COMMUNITY ORIENTED POLICING SERVICES 27 (2015), available at [http://www.justice.gov/sites/default/files/jmd/pages/attachments/2015/02/02/29\\_community\\_oriented\\_policing\\_services\\_cops.pdf](http://www.justice.gov/sites/default/files/jmd/pages/attachments/2015/02/02/29_community_oriented_policing_services_cops.pdf).

## **Records Requested**

1. Records concerning any meetings, events, briefings, workshops, and/or trainings attended by OCP personnel concerning WORDE, the MCM, and/or individuals at risk of engaging in violent extremism.
2. Correspondence involving OCP personnel concerning WORDE, the MCM, and/or individuals at risk of engaging in violent extremism.
3. Records concerning the “ideological and non-ideological precursors that cause violence.”<sup>2</sup>
4. Records concerning any “intervention model” intended to “deter an individual from choosing a path of violence.”<sup>3</sup>
5. A copy of any and all written agreements between WORDE and OCP, including any grant subaward agreements.
6. Correspondence concerning the Brennan Center’s previous PIA request to OCP, dated February 17, 2015.

## **Fees**

The Brennan Center requests a waiver of all fees for the search for, preparation of, and reproduction of records responsive to this request pursuant to GP § 4-206(e)(1). The Brennan Center is a non-profit, non-partisan public policy and law institute at the New York University School of Law that conducts research and disseminates to the public information about issues affecting justice and democracy.

The records requested here concern details of programs and initiatives that the MCPD has implemented in conjunction with other county offices, private actors and federal agencies as part of an effort to counter violent extremism.<sup>4</sup> Such programs have been the subject of national importance and debate,<sup>5</sup> especially in the wake of reports concerning the “homegrown” threat

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<sup>2</sup> *FCWG: A Model for Integrating the Faith Community in Violence Prevention*, WORLD ORG. FOR RES. DEV. AND EDUC., <http://www.worde.org/events/fcwg-a-model-for-integrating-the-faith-community-in-violence-prevention/>.

<sup>3</sup> *Id.*

<sup>4</sup> J. Thomas Manger, Chief, Montgomery County Police, Remarks at the Washington Institute for Near East Policy: New Strategies for Countering Homegrown Violent Extremism: Preventive Community Policing (Nov. 13, 2013), available at <http://www.washingtoninstitute.org/uploads/Documents/other/manger-transcript-20131113.pdf>.

<sup>5</sup> See, e.g. Murtaza Hussain, *Lawsuit Demands Information on Shadowy “Countering Violent Extremism” Programs in U.S.*, INTERCEPT (Feb. 11, 2016) <https://theintercept.com/2016/02/11/lawsuit-demands->

posed by groups like the Islamic State of Iraq and the Levant (ISIL). Members of the public, especially those living in Montgomery, have a significant and urgent interest in knowing how the MCPD's CVE-related efforts are affecting their communities and their lives. Accordingly, a waiver of all fees arising from this request "would be in the public interest." GP § 4-206(e)(2).

**Response Requested in 30 days**

Please notify us of your determination of our request and release all responsive records as soon as possible, and no later than 30 days from the receipt of this request. GP § 4-203(b). Please provide us a copy of responsive records in a searchable and analyzable electronic format where possible. GP § 4-205(c)(1). If any part of this request is denied, please immediately notify us of the denial, and provide a written statement of the reasons and legal authority for the denial no later than 10 working days from the receipt of this request. GP § 4-203(b)–(c). If you choose to deny inspection of any portion of the responsive records, please provide the reasons and legal authority for such denial, and portions of the records that are available for inspection.

Should you have any questions concerning this request, please contact me by telephone at (646) 292-8335 or via e-mail at michael.price@nyu.edu. A copy of all cited documents is attached for your convenience.

Sincerely,



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[information-on-shadowy-counteracting-violent-extremism-programs-in-u-s/](#); Michelle Boorstein, *Muslim Activists Alarmed by the FBI's New Game-Like Counterterrorism Program for Kids*, WASH. POST (Nov. 2, 2015), available at <https://www.washingtonpost.com/news/acts-of-faith/wp/2015/11/02/muslims-and-arab-groups-concerned-about-fbi-counter-extremism-program-aimed-at-schools/>; Faiza Patel, *Obama's Response to Ahmed Mohamed's Clock is Hypocritical*, TIME (Sept. 20, 2015), <https://www.brennancenter.org/analysis/obamas-response-ahmed-mohameds-clock-hypocritical>.



**COMMUNITY ENGAGEMENT CLUSTER  
OFFICE OF COMMUNITY PARTNERSHIPS**

Isiah Leggett  
*County Executive*

Bruce Adams  
*Director*

June 11, 2014

To Whom It May Concern,

I am pleased to write in support of the application submitted by WORDE (the World Organization for Resource Development and Education) for funding under the **FY 2014 COPS Community Policing Development (CPD) Program**. Such funding will enable WORDE to expand, enrich and solidify the existing components of the Montgomery County Community Policing Model.

In 2013, WORDE, in partnership with the Montgomery County Police Department (MCPD) and the Montgomery County Executive's Office of Community Partnerships developed the country's first community led countering violent extremism (CVE) program that is widely known as the "Montgomery County Model" (MCM). This innovative public-private partnership facilitates effective community policing by fostering social cohesion amongst diverse county residents and creating bottom up strategies to promote public safety and reduce violence.

The MCM's programs are executed through the Montgomery County Executive's Faith Community Working Group (FCWG), which connects faith communities to law enforcement and county government on a range of issues, including public safety.

WORDE, in partnership with the MCPD, county government, local nonprofits, and diverse faith communities, hosts events, workshops, and public forums that build awareness about the risk factors of violent extremism and promote social cohesion and resilience to the threat of violence. Funding will be used to institutionalize the program, conduct outreach and interviews to examine this model program and use the results to replicate this initiative on a national platform.



**COMMUNITY ENGAGEMENT CLUSTER  
OFFICE OF COMMUNITY PARTNERSHIPS**

WORDE President Hedieh Mirahmadi and her staff members have shown exemplary interpersonal skills and have brought a tremendous amount of cultural competence to our collaborative efforts. I have the utmost confidence that they will conduct this program effectively and in collaboration with the relevant partners in order to help promote public safety and build social cohesion in Montgomery County.

Please feel free to contact me if I may be of further assistance in connection with this application.

Sincerely,

Bruce Adams

Director, Office of Community Partnerships

## **I. Topic and Program Outcome Identification and Justification**

Domestic violent extremism remains one of America's largest national security threats. Since the terrorist attacks of September 11, 2001, hundreds of individuals have been implicated in more than 50 homegrown plots or attacks.<sup>1</sup> Recent attacks, such as the Boston Marathon bombings, underscore the urgency of developing a preventative "countering violent extremism" (CVE) approach at the state and local levels.

To help counter the rise of violent extremism, in August 2011 President Obama signed the National Strategy for Empowering Local Partners to Prevent Violent Extremism in the US, which recognizes the threat of violent extremism as the "preeminent security threat to our country," and acknowledges that "our best defenses against these threats are well informed and equipped families, local communities, and institutions." This strategy focuses on developing community-based initiatives to identify, prevent, and neutralize threats of violent extremism. Local law enforcement agencies play a critical role in this effort, as "community-based problem solving, local partnerships, and community-oriented policing provides a basis for addressing violent extremism as part of a broader mandate of community safety." (White House & Obama, 2011).

However, preventing acts of domestic violent extremism – regardless of their source – can present a significant challenge for law enforcement. Compared to transnational terrorism, which usually requires some level of organizational support, significant funding, and means of circumventing immigration controls and border security, domestic incidents can be planned and executed without the perpetrator leaving a large footprint. (Carter & Carter, 2012; Silber and Bhatt, 2007). Individuals who move through the radicalization process in isolation often have little or no connection to established terrorist organizations, gain information and inspiration via the Internet, and leave few clues about their violent intentions. (Sageman, 2008; McCauley & Moskalenko, 2008). Additionally, many local law enforcement agencies have not received proper training when it comes to CVE outreach strategies. According to CVE experts at a June 2014 conference in Washington DC sponsored by the National Institute of Justice (NIJ):

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<sup>1</sup> Jerome P. Bjelopera, "Countering Violent Extremism in the United States," *Congressional Research Services*, May 31, 2012.

- 62% of law enforcement agency officials said they had NO training on how to engage communities
- 80% had NOT provided their communities with training on identifying at-risk individuals/behaviors etc.

Although law enforcement plays a critical role in CVE efforts, these community-based initiatives also rely on the involvement of local partners such as faith-based groups, nonprofit organizations, local government agencies, and the general public. **This proposal outlines a model for a comprehensive, community-based CVE strategy that will address the violent extremism challenges that communities increasingly face.**

### **The Montgomery County Model**

In response to the President's call for local initiatives, WORDE (the World Organization for Resource Development and Education)<sup>2</sup> in partnership with the Montgomery County Police Department (MCPD) and the Montgomery County Executive's Office of Community Partnerships' has developed the country's first community-led CVE program.<sup>3</sup> This public-private partnership, widely known as the "Montgomery County Model" (MCM), facilitates effective community policing by fostering social cohesion amongst diverse county residents and creating bottom-up strategies to promote public safety and reduce violence.

The MCM has a core focus on generating public awareness about the risk factors of violent extremism and empowering the appropriate figures to intervene with vulnerable individuals before they choose a path of violence. The success of the MCM relies on a trusting relationship, among local police, schools, health and human services agencies, and the faith community, whereby persons who may be at risk of violent extremism are identified and then referred for services. The MCM is implemented through the Montgomery County Executive's Faith Community Working Group (FCWG), whose numerous programs serve as a multi-faith, multi-stakeholder platform for creating awareness of the precursors of violence. The FCWG connects faith community members to law enforcement and county government on a range of issues intended to promote

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<sup>2</sup> WORDE is a nonprofit, educational organization whose mission is to enhance communication and understanding between communities to reduce social and political conflict. WORDE has also established the International Cultural Center (ICC) in Gaithersburg, MD, the region's first private community center designed specifically to prevent the radicalization of socially alienated Muslim youth.

<sup>3</sup> The threat of violent extremism is particularly relevant to Montgomery County, Maryland, which borders Washington, D.C. The FBI's Baltimore Field Office reports that 42% of al-Qaeda related terrorism plots since 9-11 have had some nexus to Maryland or Delaware; moreover, 12.74% of the 212 persons indicted on al-Qaeda related-terrorism charges nationwide are individuals who lived in the D.C. metro area.

social cohesion and public safety, such as disaster preparedness, responding to mental illness, and educating parents and kids on internet safety.

### **Identifying Risk Factors for Violent Extremism**

One key component of the MCM involves training stakeholders on how to identify individuals who may be influenced by various risk factors for violent extremism. A growing body of research indicates that the processes of radicalization are complex<sup>4</sup>, non-linear<sup>5</sup> and rely on a combination of factors.<sup>6,7</sup> For example, McCauley and Moskalenko<sup>8</sup> note the importance of personal and political grievances that influence an individual's pathway to violent extremism, while Silber and Bhatt<sup>9</sup> focus on the role of ideologies. Based on this research, WORDE has developed a multivariate, cluster-model approach based on five key factors: ideologies and values, political grievances, psychological disorders<sup>10</sup>, sociological motivators, and economic factors. WORDE provides ongoing training to local stakeholders on how to utilize this approach when identifying people who are at-risk for violent extremism. For example, community awareness briefings on these factors have been hosted for local mosques, the MCPD, and non-profit organizations.<sup>11</sup> Participants are encouraged to train other leaders of influence in their communities.

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<sup>4</sup> Brian Michael Jenkins, "No Path to Glory: Deterring Homegrown Terrorism," *Testimony presented before the House Homeland Security Committee, Subcommittee on Intelligence, Information Sharing and Terrorism Risk Assessment*, May 26, 2010.

<sup>5</sup> Mitchell D. Silber and Arvin Bhatt, "Radicalization in the West: The Homegrown Threat," *NYPD Intelligence Division*, 2007.

<sup>6</sup> Herbert S. Mack II, "Countering Violent Extremism in the United States: Law Enforcement's Approach to Preventing Terrorism through Community Partnerships," *Journal of Physical Security*, Volume 7, Issue 1, pages 51-56, 2014.

<sup>7</sup> Similarly, the Department of Homeland Security and the National Counterterrorism Center, have acknowledged that radicalization is a fluid process in which a variety of factors can play a role. See for example, Faiza Patel, "Rethinking Radicalization," *Brennan Center for Justice, NYU School of Law*, 2011.

<sup>8</sup> Clark McCauley and Sophia Moskalenko, "Individual and Group Mechanisms of Radicalization, in *Topical Strategic Multi-Layer Assessment (SMA), Multi-Agency and Air Force Research Laboratory, Multi-Disciplinary White Papers in Support of Counter-Terrorism and Counter-WMD*, pages, 82-90, 2010.

<sup>9</sup> Mitchell D. Silver and Arvin Bhatt, "Radicalization in the West: The Homegrown Threat," *NYPD*, 2007

<sup>10</sup> Kamaldeep Bhui, "Mental Health and Violent Radicalization," *Mental Health Today*, pages 24-26, July/August, 2013.

<sup>11</sup> For example, Dr. Hedieh Mirahmadi recently did a training, "Addressing the Threat: The Montgomery County Model," for the Anti-Defamation Leagues' Advanced Training School (ATS) Course on Extremist and Terrorist Threats on December 9, 2014.

## **Intervention Services**

Once an individual is identified as being at-risk for violent extremism, he or she can be referred to the MCPD Crisis Intervention Team, which will refer the individual to the community partner best suited to counsel him or her away from the path of violence,<sup>12</sup> or to WORDE's Crossroads Program. The Crossroads Program provides culturally-competent mentoring and case management to low-income immigrants from the Middle East, South Asia, and North/East/West Africa who are currently underserved by existing county programs and who may be at risk for violent extremism. The program is county-funded and offered free to these vulnerable populations.

Since September 2013, community members, nonprofits, police officers, and public agencies have referred more than 25 individuals to the Crossroads Program. **The first referral came from a MCPD Student Resource Officer who attended WORDE's radicalization training and identified a high school student as needing intervention services.** The young man had threatened another student with violence and had scared the school administration into thinking he may have been radicalized. Crossroad's staff determined that he was never properly diagnosed as suffering from PTSD after living in a refugee camp in Jordan and that he would benefit from culturally-sensitive mentoring and counseling.

In another case, a young Afghan male had withdrawn from family and friends and had failed to attend school for several months. Crossroads staff, called in by one of the MCM partner agencies that learned of the program through a cultural competency training, conducted two home visits and by the second visit were able to speak with the young man and ascertain that he was severely homesick and needed help adjusting to his life in the US. Mentoring and care continues for both clients through the resources available via the MCM, as well as two other young clients referred to the program, who also suffer from acculturation related stress, feelings of alienation and have economic stressors in their family that suggest they *may be* at risk of violent extremism.

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<sup>12</sup> Hedieh Mirahmadi, "An Innovative Approach to Countering Violent Extremism," *The Washington Institute*, October 9, 2013, <http://www.washingtoninstitute.org/policy-analysis/view/an-innovative-approach-to-countering-violent-extremism>

## **Outreach and Engagement**

Since its inception in April 2013, the FCWG<sup>13</sup> has hosted 13 outreach and engagement events that cumulatively drew in approximately 450 people. Due to these efforts, several community members have subsequently reached out to law enforcement on a variety of issues, such as to seek assistance with incidents of hate, violence, and/or other domestic disturbances with congregants. Many other members of the community have expressed interest in attending further training on topics such as dealing with the mentally ill or disaster preparedness. Evaluation surveys conducted after each event indicate overall satisfaction of program participants, county agencies and faith partners.

The list of activities reflects the breadth and depth of stakeholder engagements and outreach that has been conducted through the FCWG and includes seminars on mental illness, workshops on understanding violent extremism<sup>14</sup>, stakeholder engagement meetings<sup>15</sup>, internet safety seminars, outreach picnics, and Town Hall events centered on current events and issues of concern to the community.

## **A New Model for Countering Violent Extremism**

The MCM is the country's *first* community-led CVE model of its kind. While other models for CVE exist, they have largely been found to suffer from significant shortcomings. One of the biggest problems with these models is that they fail to adequately address the unique cultural needs of diverse communities. For example, while the Los Angeles Police Department's (LAPD's) community policing model has certainly been successful in many ways, it was criticized for not allowing officers enough opportunity "to apply problem-solving skills and knowledge of diverse populations, and not possessing diverse individuals who had the

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<sup>13</sup> The FCWG is the mechanism through which the Montgomery County Model [MCM] is implemented. The public participates in the programs of this partnership through the FCWG.

<sup>14</sup> Survey data showed that Muslim community members were particularly interested in learning about the white supremacist movements and felt more comfortable discussing Al Qaeda-inspired terrorism when other forms of violent extremism were included.

<sup>15</sup> March 18, 2014 – Stakeholder Engagement: Montgomery County Delegation Visits White House: A delegation of Montgomery County officials attended a meeting at the White House, led by Mr. George Selim, the Director for Community Partnerships for the National Security Council. The purpose was to discuss the MCM and how it could be replicated in other jurisdictions.

appropriate values and skills necessary for community policing within diverse communities”.<sup>16</sup> Furthermore, the recommendation to “integrate community policing and diversity awareness models throughout LAPD training derived from a view expressed by many inside and outside the LAPD that community policing training was inadequate and isolated from other training courses with which it belonged.”<sup>17</sup> Other CVE models largely focus on securitizing communities through law enforcement tactics that are geared towards preventing gang violence and organized crime. These tactics are not directly applicable to violent extremism and can serve to undermine trust between law enforcement and minority communities. For example, many members of the Muslim community have expressed the concern that they are often isolated and identified as at risk of committing acts of violence and terrorism, making them resistant to any programs that they perceive as being meant to “deradicalize” them.<sup>18</sup> Furthermore, “When seeking to build or sustain effective relationships, outreach to Muslim communities cannot constitute exclusively a counterterrorism issue. Law enforcement agencies and policy makers must recognize the impracticality and potential offensiveness of such a stance. Conversations should take place between police and these neighborhoods without the need to mention terrorism. The parties must refuse to allow their relationship to be framed by a single topic.”<sup>19</sup>

The MCM differs from other CVE models by incorporating the principles of community policing into an integrated, holistic system that pro-actively prevents violent extremism through: conducting interventions for at-risk individuals; broadening the relationship between police and the public to encompass all faiths and ethnicities; and giving private actors a chance to shape the focus and direction of the engagement with law enforcement to engender trust and mutual respect.

The MCM seeks to address these deficiencies in previous community-based models. For example:

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<sup>15</sup> Chapter Four, “The Police Responsibility to Community Oriented Policing in a Diverse Society,” Retrieved from [http://www.rand.org/content/dam/rand/pubs/monograph\\_reports/MR1745/MR1745.ch4.pdf](http://www.rand.org/content/dam/rand/pubs/monograph_reports/MR1745/MR1745.ch4.pdf)

<sup>17</sup> [http://www.rand.org/pubs/research\\_briefs/RB6015/index1.html](http://www.rand.org/pubs/research_briefs/RB6015/index1.html)

<sup>18</sup> Hedieh Mirahmadi, “An Innovative Approach to Countering Violent Extremism,” *The Washington Institute*, October 9, 2013, <http://www.washingtoninstitute.org/policy-analysis/view/an-innovative-approach-to-countering-violent-extremism1>

<sup>19</sup> Silk, D. (October 2012). “FBI Law Enforcement Bulletin: Community Policing to Prevent Violent Extremism,” Retrieved from <http://www.fbi.gov/stats-services/publications/law-enforcement-bulletin/october-2012/community-policing-to-prevent-violent-extremism>

- Current models are largely based on the leadership and initiative of law enforcement; however the MCM is first the **community-led** initiative of its kind. The program is spearheaded through the FCWG, which is a public-private partnership between the MCPD, county government, local nonprofits, and diverse faith communities.
- Current models often securitize relationships between law enforcement and a particular faith community. However, the MCM promotes **cooperation** between **diverse** segments of the population and law enforcement, which fosters increased respect and collaboration across ethnic and religious lines.
- Current models often lack effective opportunities for trust building; however the MCM builds trust between county government, faith communities, nonprofits and local residents by giving them a proactive role in **protecting and maintaining public safety**.
- Current CP models rely almost exclusively on law enforcement and intelligence for preventing violent extremism; however the MCM includes **an intervention system** provided through the Crossroads Program and the Crisis Intervention Team of the MCPD that can offer a range of services to at risk individuals *before* they are pose an imminent threat to society.

## II. Program Goals

The primary objective of the proposed initiative is to use the lessons learned from the MCM to develop standards, best practices, and training programs for other communities seeking to implement a robust CVE program. To accomplish this objective, WORDE has partnered with the Police Executive Research Forum (PERF), a nonprofit police research and policy organization that works to improve the delivery of police services through the exercise of strong national leadership; public debate of police and criminal justice issues; and research and policy development. Together, WORDE and PERF seek to achieve the following goals:

- ***Developing Knowledge and Institutionalizing Practice:*** By evaluating the MCM and codifying the lessons learned, this initiative will generate a set of best practices that are national in scope. These best practices, which will be codified into an instructional guidebook and training materials for practitioners, will embody

both new and existing knowledge about promising community-policing strategies for addressing violent extremism. These guides will address such topics as: how to best formulate the partnerships between diverse public and private actors, how to design and implement educational or training seminars that involve multiple partners, educating both law enforcement and the community about the threat of violent extremism, encouraging help-seeking behaviors so that the public will refer at risk individuals, and implementing a community-based CVE program.

- ***Increasing Skills and Abilities:*** By producing a set of best practices and training materials based on the MCM, this program will help assist communities across the country that are looking to implement their own CVE initiatives. These efforts will help law enforcement officials and other stakeholders better identify the precursors of violent extremism and empower them to intervene when a person is at-risk for violent extremism. The program will also assist law enforcement in implementing the MCM's community policing strategies by helping agencies create effective partnerships with local residents, community groups and other stakeholders, thus bridging the gap between police and the community in order to prevent violence.

Additionally, through expanding the community policing strategies promoted by the MCM, this program seeks to foster trust and collaboration between diverse communities, especially those who are at risk for violence, to encourage at-risk individuals to seek help; and, to create a more socially-cohesive and resilient community. In doing so, this program will help promote public safety and lessen the threat of violent extremism.

### **III. Strategy to Achieve Program Outcomes and Goals**

WORDE and PERF have developed a comprehensive strategy for assessing the MCM and helping other communities replicate the best practices that have emerged from this model. WORDE and PERF will also work closely with MCPD in these efforts. The strategy involves two primary components: (1) expanding the MCM in Montgomery County; and (2) assessing the MCM and developing a guidebook and training module based on the best practices and lessons learned from the model.

## **Expanding the MCM in Montgomery County**

WORDE's focus will include expanding, enriching, and solidifying the existing components of the MCM within Montgomery County. These efforts will include:

- 1) **Building awareness:** Through FCWG, WORDE will coordinate and host events, workshops, and public forums on topics that are of shared concern to the diverse stakeholders, including raising awareness about the risk factors for violent extremism.
- 2) **Coordinating referrals and interventions:** The MCPD will coordinate referrals and interventions specifically to combat violent extremism through police overtime to support its existing Crisis Intervention Team (CIT) unit for mental illness. Funding will also be used for a licensed social worker or equivalent consultant to devote a percentage of time to the CIT.
- 3) **Strengthening the Crossroads Program:** Referrals and interventions needed for the specific populations of South Asia, the Middle East, and North/West/East Africa, will be processed by WORDE's Crossroads Program. Funding will be applied towards expanding staff and consultant capabilities.

## **Developing Best Practices and Training Guidelines**

PERF, in consultation with WORDE, will undertake an assessment<sup>20</sup> of the MCM and develop a detailed practitioner's guidebook to capture promising practices, lessons learned, and recommendations for how to improve policies, procedures and resources for instituting these community policing practices to counter violent extremism. Based on this assessment, PERF will develop a training module to provide agencies nationwide with the ability to replicate the MCM. The training module will be developed in a hardcopy and webinar format so as to provide multiple options for interested agencies in replicating this program. The module will contain policies, resources, subject matter information, and hands-on expertise from those who

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<sup>20</sup> WORDE's programs including the FCWG, are currently being evaluated by University of Massachusetts' study funded by National Institute of Justice (NIJ). Employing a grounded theory approach, a multi-method evaluation design (employing surveys and focus groups), the University of Massachusetts' study proposes to understand recruitment and retention practices of our programs and identify barriers to individual help-seeking and community-law enforcement collaborations in a CVE context. National Institute of Justice, "Research and Evaluation on Radicalization to Violent Extremism in the United States (NIJ-2013-3489)", *Proposal Title* Evaluation of a Multi-Faceted, U.S. Community-Based, Muslim-Led CVE Program, June 2013

have been practicing the model in Montgomery County. The expertise captured will include testimonies and helpful hints from: the diverse groups of community members who are participating, Montgomery County Police Department personnel, members from Health and Human Services, and case workers – all who have first-hand experience through the MCM.

PERF will use a three-phased approach to complete this project: 1) Site visits and assessment 2) Targeted interviews and documentation of policies and resources 3) Development of findings and lessons learned to share nationally via a practitioner's guidebook and, 4) A training module to provide instruction and resources for duplication of the community policing model to address violent extremism within the greater law enforcement community.

**Phase 1) Site Visits and Assessment:** PERF will conduct approximately ten site visits to assess the MCM. Each visit will be used to identify process gaps and weaknesses and to provide recommendations to address these issues. These assessments will be aimed at identifying the interactions and satisfaction of both police department personnel and the community members to determine if changes must be implemented within the MCM before replication at a national level. The site visits will also allow PERF staff to disseminate surveys to workshop and meeting attendees, document methods and procedures, and evaluate the efficacy of resources utilized.

**Phase 2) Conduct Interviews and Document Findings:** Next, the PERF team will conduct targeted interviews with community members, MCPD personnel, County Executive staff, case workers and others involved with the MCM. The in-depth interviews will provide important information on the specific policing practices that both law enforcement and community members believe are effective as well as any barriers that may prevent the development of cooperative relationships between the police and the community. PERF staff will document the processes implemented through this model, collect first-hand insights to what works and what needs improvement, and assess the methods for outreach and collaboration. PERF will work with WORDE staff to identify the individuals for interview scheduling and to collect relevant documents for

examination and inclusion in the guidebook and/or training module after appropriate review and assessments have been completed.

**Phase 3) Development of Findings in a Practitioner's Guidebook and Training Module:** The results of these assessments will help PERF identify knowledge and policy gaps, procedural strengths and weaknesses, and promising practices. Gaps might be identified in the amount of interactions between community members and patrol officers and detectives, for example. Importantly, as noted in Carter (2013), the issue of trust is a vital element in any community policing model. Based on the results of the assessments and interviews, PERF will develop a training module and practitioner's guidebook. These training plans will be reviewed and discussed with the subject matter experts that have been practicing the MCM to obtain expertise input on the final module. Both the guidebook and training module will describe best practices, drawing material from both the MCM and current research and evaluation literature addressing CVE outreach methods.

The training module will be both in both hard copy and webinar formats so as to reach the greatest audience. It will consist of case studies and discussion questions, so that agencies can gain a practical understanding of how the CVE community policing model will be used in specific real-world situations. PERF members that have shared their innovative outreach strategies with us have said that effective CVE outreach is dependent upon solid community policing that builds community trust and a greater willingness by citizens to come forward and cooperate with police.

In addition to the production of a practitioner's guidebook and a training module, PERF will make a presentation at the PERF Annual Meeting in 2016 with the purpose of disseminating project findings. PERF's Annual Meeting is attended by more than 500 police executives, practitioners, researchers, and other experts.

#### **IV. Capacity and Experience**

WORDE is a nonprofit, educational organization whose mission is to enhance communication and understanding between communities to mitigate social and political conflict. WORDE has extensive experience in developing and implementing initiatives aimed at improving public safety and promoting peaceful alternatives to violence, both in the U.S. and abroad. Please see the website [www.worde.org](http://www.worde.org) for a complete listing of its activities.

As the creator of the MCM, FCWG, and Crossroads Program, WORDE is uniquely situated to carry out the work indicated in the proposed plan. Additionally, WORDE has demonstrated cultural competency to deal with at-risk individuals from the populations targeted by this initiative.

WORDE is also a subcontractor for US Department of State-Bureau of Intelligence and Research funded project on monitoring and evaluation of US government funded programs in CVE, 2014; and, for the National Institute of Justice, Research and Evaluation on Radicalization to Violent Extremism in the United States (NIJ-2013-3489), *Proposal Title* Evaluation of a Multi-Faceted, U.S. Community-Based, Muslim-Led CVE Program, June 2013, for the production of the law enforcement manual on the risk factors of radicalization and building cultural competency in dealing with Muslim communities.

PERF, which was founded in 1976, is a nonprofit police research and policy organization that provides management services, technical assistance, and executive-level education to support law enforcement agencies. PERF helps to improve the delivery of police services through the exercise of strong national leadership, public debate of police and criminal justice issues; and research and policy development.

PERF has a long history of promoting community policing and successfully conducting community policing training, technical assistance, and research projects for the COPS Office. PERF is skilled at translating research results into practical, user-friendly materials that can be implemented by police practitioners.

Additionally, PERF is currently operating under an NIJ grant to document existing “Community Policing Practices to Counter Violent Extremism” and will leverage the information obtained through that work to inform development of the guidebook and training curriculum for this project.

### **Management and Implementation Plan**

The project will be managed by WORDE in partnership with the Montgomery County Police Department and PERF. To ensure effective implementation of the project, quarterly reports on milestone progress and budget burn rate will be produced and reviewed.

### **WORDE Staffing Plan**

WORDE’s project team includes individuals with extensive experience in developing and implementing CVE efforts. Dr. Hedieh Mirahmadi, President of WORDE will serve as the Project Director. *Full resume attached.* Nouf Bazaz, Director and Trauma-informed Case Worker for the Crossroads Program will manage the programs’ progress, liaise with stakeholders, and address the interventions. *Full resume attached.* Fatima Durrani, Senior Fellow at WORDE will assist with the implementation and development of FCWG programs and providing input for the curriculum development with PERF. Her areas of expertise include public policy, civic engagement, countering violent extremism (CVE) and grass-roots community development. She received her MA in International Relations from the University of South Carolina with a focus on South Asia and Islam. She has been an integral part of the MCM since its inception and the FCWG partner entities know and trust her expertise to continue her role in this project.

### **PERF Staffing Plan**

For this effort, PERF has established a project team with the knowledge, experience, and proven, results-driven leadership on similar national and local projects that is needed for its success. Jessica Toliver, Deputy Director of Technical Assistance, is the proposed Project Director for PERF. *Full resume Attached* Lindsay Miller, Research Associate, will be the lead PERF associate and will assist in all aspects of this project, including conducting the literature review and other information gathering activities, and assisting in drafting

the deliverables. She has successfully assisted PERF in hosting national meetings and executive sessions, and has provided technical assistance on a number of PERF's Emerging Issues projects, including the Body-Worn Camera project and the recent Labor/Management Roundtable Discussion. Ms. Miller has a Master's Degree in Criminology. Craig Fischer, PERF Director of Communications, will assist in drafting and reviewing project materials and will edit the final publications. Mr. Fischer has overseen all of PERF's publications and external communications for the past six years. He co-authored the COPS Office publication "*Good to Great*" Policing with Chuck Wexler and Mary Ann Wycoff. He has over 25 years of criminal justice journalism experience and a Bachelor's Degree in Journalism.

**V. Implementation Plan Timeline and Milestones:** The following dates and key milestones detail activities discussed in the grant narrative. Dates are subject to change.

#### **September 2014**

- *Conduct Outreach and Engagement.* FCWG co-hosts county wide Friendship Picnic; committee meeting on program planning; Co-facilitate Young Women's Monthly Healing Circle with the Street Outreach Network (HHS); Conduct Crossroads Global Citizen Forum for Youth at the Islamic Center of Maryland [monthly for the academic year].

#### **October 2014**

- *Conduct Outreach and Engagement.* FCWG to host NDIN training to certify county residents to be Emotional Spiritual Care Workers in case of emergencies. Crossroads to host County Refugee Youth Group.
- *Measurement and Evaluation.* PERF staff to attend NDIN training to assess event success and impact.

#### **November 2014**

- *Conduct Outreach and Engagement.* Crossroads to conduct cultural competency training for HHS social services providers.

## **December 2014**

- *Conduct Outreach and Engagement.* FCWG to host workshop on instituting safety measures for faith based organizations.
- *Measurement and Evaluation.* PERF staff to attend FCWG workshop to assess event success and impact.

## **January 2015**

- *Conduct Outreach and Engagement.* Town Hall with FCWG and Chief Manger to assess community policing goals reached thus far and encouraging help seeking behaviors;
- *Measurement and Evaluation.* PERF staff to attend Town Hall to assess event success and impact.

## **March 2015**

- *Institutionalize Program.* Document existing practices and begin manual for how to execute this program in other communities nationwide.
- *Conduct Outreach and Engagement.* FCWG to host Town Hall with Superintendant of Schools Joshua Starr to discuss how to promote respect for the religious and cultural diversity of the school population amongst students, faculty and parents; Contribute to committee meeting on program planning.
- *Measurement and Evaluation.* PERF staff to begin scheduling targeted interviews with MCPD personnel, community members, Health and Human services caseworkers, and FCWG members.

## **April 2015**

- *Conduct Outreach and Engagement.* FCWG to conduct another seminar on Understanding Violent Extremism in Silver Spring area to reach a different geographic area of the county; Crossroads to conduct cultural competency training for HHS social services provider.
- *Measurement and Evaluation.* PERF staff to attend and assess event success and impact.
- *Measurement and Evaluation.* Document outputs for each of the programs and progress within case management; PERF staff to conduct targeted interviews with MCPD personnel, community members, Health and Human services caseworkers, and FCWG members.

## **May 2015**

- *Conduct Outreach and Engagement.* Program TBD based on community input.
- *Measurement and Evaluation.* Document outputs for each of the programs and progress within case management. PERF staff to conduct targeted interviews with MCPD personnel, community members, Health and Human services caseworkers, and FCWG members.

## **June 2015**

- *Conduct Outreach and Engagement.* Program TBD based on community input.
- *Measurement and Evaluation.* Document outputs for each of the programs and progress within case management.
- *Institutionalize Program.* PERF staff to begin outline of guidebook and training module.

## **August 2015**

- *Institutionalize Program.* PERF staff to produce draft guidebook and training module and will disseminate for review and feedback to incorporate stakeholder/subject matter expert input.

## **September 2015**

- *Institutionalize Program.* Document existing practices and continue manual on how to implement MCM model in other jurisdictions.
- *Measurement & Evaluation.* Conduct interviews with community members to glean best practices and identify ways to effectively problem underlying issues driving radicalization or potential VE; PERF staff to incorporate stakeholder/subject matter expert input into draft guidebook and training module.

## **January 2016**

- *Institutionalize Program.* Complete training manual and begin introducing content to other communities; PERF staff to conduct additional site visits and interviews as needed to finalize the guidebook and training module.

## **March 2016**

- *Measurement & Evaluation.* Conduct interviews with community members to glean best practices and identify ways to effectively problem underlying issues driving radicalization or potential VE
- *Institutionalize Program.* PERF staff to incorporate feedback into final draft of guidebook and training module.

## **June 2016**

- *Conduct Outreach and Engagement.* Conduct town hall through the FCWG with faith community leaders and the MCPD on the Community Policing model; solicit feedback from community members on progress to-date and how to improve the program.
- *Institutionalize Program.* PERF staff to incorporate feedback into final draft of guidebook and training module.

## **August 2016**

- *Institutionalize Program.* Complete final report on COPS CPD grant accomplishments; PERF to deliver final versions of the practitioner's guidebook and training curriculum – both hard copy and webinar modules.
- *Marketing and Dissemination.* Post publications on the PERF website, send out mailing and press release to PERF membership, feature outputs in Subject to Debate, and conduct webcast on grant deliverable to include an overview of accomplishments, lessons learned, and resources such as the training manual.

## **September 2014-August 2016**

- *Conduct Outreach and Engagement.* Conduct Case management, mentoring, and advocacy for clients at risk for violent extremism.

## **Marketing and Dissemination Plan**

PERF has a strong record of marketing and disseminating material from funded projects and a particularly strong capacity to convey policy-relevant material to practitioner audiences in a timely manner. PERF has the means of marketing the publications nationally in the following ways:

- PERF will make the publications available on our website ([www.policeforum.org](http://www.policeforum.org)) and through other means using social media and will use mailings to PERF Membership that goes to approximately 1,500 police practitioners and other policy makers.
- Summarize in PERF's *Subject to Debate*: PERF will market the publications to approximately 1,000 practitioners through PERF's in-house publication, *Subject to Debate*. This newsletter is a vehicle for discussing the latest issues in progressive policing.
- Present at PERF Annual Meeting: Staff may present the findings at a panel session at a PERF Annual Meeting (and/or other national meetings).
- Press releases/media outreach: PERF will work with the COPS Office to consider various media strategies as appropriate, for publicizing the executive sessions, disseminating information to practitioners and the public, and reporting on the findings.
- Present final deliverables via webcast to police chiefs in major metropolitan areas such as Boston, New York, Chicago, Los Angeles, Detroit, and Nashville, as well as smaller communities that are considering similar community policing programs.

PERF has a successful track record of obtaining news media coverage of its work, and it will use also its contacts at news media outlets such as the New York Times, the Washington Post, USA Today, and ABC News to generate interest in this project.

## **VI. Evaluation Plan/Effectiveness of Program**

The goal of the proposed program is to increase the capacity of law enforcement agencies to implement community policing strategies that strengthen partnerships for safer communities/prevent violence. The effectiveness of the program will be evaluated through data from quarterly progress reports, performance measures in knowledge resources, and evaluations.

### **Assessing the Effectiveness of MCM**

To assess the effectiveness of the MCM in Montgomery County, performance measures will include post-test evaluation surveys for FCWG programs and the following measures for Crossroad Program activities: Pre/post Test w/ qualitative and quantitative analysis of critical skills acquired including culturally validated tools to measure acculturation stress; number of resources provided and percent attendance in opportunities; Pre/post Test w/ qualitative and quantitative analysis including culturally validated tools to measure social isolation; pre/post inventory of maladaptive coping skills and behaviors vs adaptive coping skills and behaviors; number of clients screened; and number of clients referred for in-house intervention and/or external resources and services.

### **Assessing the Effectiveness of Knowledge-Development Activities:**

Performance measures will also assess the program's effectiveness in the production of knowledge resources to assist law enforcement agencies implement their own community-based CVE models. A critical aspect of this project and the final publications is how the issues and practices we research and present will be transferable to law enforcement agencies across the country. The resulting publication and training module will be written to provide the most current and relevant information about CVE community outreach and guidance on how to translate the successful MCM discussed into actionable steps on a national level.

The primary measures of project effectiveness will be the successful completion of project tasks and the delivery of high-quality publications for law enforcement executives and other stakeholders. PERF will report regularly to WORDE on process measures, such as: milestones in preparing for and attending each community

forum and workshop, the status of deliverables such as scheduled interviews and draft assessments, and project outcomes.