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1998 Illinois Youth Summit “Protecting Our Youth from Violence”

Teacher Guide



*Office of Juvenile Justice and
Delinquency Prevention,
U.S. Department of Justice*



*Learn and Serve America,
Corporation for National
Service*

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1998 Illinois Youth Summit: Protecting Our Youth From Violence

Teacher Guide

Contents

INTRODUCTION

?? The 1998 Illinois Youth Summit

HOW THE CURRICULUM WORKS

?? Objectives

?? Focus Questions

?? The Lessons

?? The Public Policy Component

?? The Service Project Component

?? The Reflection Component

LESSON 1: UNDERSTANDING PUBLIC POLICY

?? Introduction

?? Objectives

?? Class Activity

?? Service Projects

LESSON 2: PROTECTING OUR YOUTH IN RELATIONSHIPS

?? Policy Focus

?? Objectives

?? Class Activity

?? Service Projects

?? Preventing Violence in Relationships: Adopting A Curriculum to Reduce Relationship Violence

LESSON 3: PROTECTING OUR YOUTH IN SCHOOLS

?? Policy Focus

?? Objectives

?? Class Activity

?? Service Projects

?? Intervening Against Violence in Schools: Monitoring Serious Habitual Juvenile Offenders

LESSON 4: PROTECTING OUR YOUTH IN COMMUNITIES

?? Policy Focus

?? Objectives

?? Class Activity

?? Service Projects

?? Enforcing Laws Against Violence: Mandatory Reporting of Hate Crimes

LESSON 5: TOUGH CHOICES—A TOWN MEETING ON YOUTH SAFETY

?? Overview

?? Class Activity

?? Handout 5 (Supplemental): Constituent Role Groups for Town Meeting on Youth Safety - Option B

?? Proposals for 108F Grants

PREPARING FOR THE MAY 1 SUMMIT

SELECTED PRINT AND ELECTRONIC RESOURCES

Introduction

The 1998 Illinois Youth Summit

As you know, student representatives from schools in the Chicago area and Decatur, Illinois, met with staff members from the Constitutional Rights Foundation Chicago in January. At the meeting, students discussed what can be done to help protect young people from violence in relationships, violence in schools, and violence in communities. Students suggested a broad range of violence prevention, intervention, and punishment/law enforcement strategies.

On May 1, teams of six to eight students from these schools will meet with policy makers to talk about these ideas at the Illinois Youth Summit. The Summit combines public policy analysis and community service and is the culmination of work conducted by Illinois high school students using this curriculum. The Illinois Youth Summit is part of Youth for Justice, a national violence-prevention initiative sponsored by the U.S. Department of Justice through the Office of Juvenile Justice and Delinquency Prevention.

The definition of “summit” is a group of leaders brought together to seek solutions to a problem. At the Youth Summit, representatives will meet with adult leaders at the local, state, and federal levels to share their insights on problems of youth safety. It is an opportunity for youth to come together to discuss important policy issues with adults who are involved in making and enforcing policy decisions in our society and who want to hear what young people have to say. While the Summit is a forum to share views with adult policymakers, ultimately young people are encouraged to take responsibility for change on a grass-roots level by becoming involved in meaningful ways in their own communities.

The following guide is designed to help your students prepare for the Youth Summit. We took ideas from the student meeting and added research about youth safety and policies that are currently being considered to protect young people. The materials are intended to help them become familiar with the issues, think about current problems and solutions, and begin to do something to help solve problems of safety facing young people today.

Introduction to Materials

Objectives

- ?? Students will learn about the nature and purpose of public policy in government.
- ?? Students will assess the effectiveness of current public policies designed to protect youth from violence in relationships, in schools, and in the community;
- ?? Students will raise their own awareness of violence prevention resources, strategies and initiatives at the local, state, and national level;
- ?? Students will share their views and insights regarding the causes of violence against youth and the best ways to address it;

- ?? Students will take responsibility for public safety through service projects in their schools and communities; and
- ?? Students will practice thinking and presentation skills which they will use at the Youth Summit.

Focus Questions

- ?? **Fairness:** What are ways to protect young people from violence that are fair to everyone?
?
- ?? **Effectiveness:** How effective are current/ proposed violence prevention policies regarding youth?
?
- ?? **Agency:** What can government, organizations, and individuals do to protect youth from violence?

The Lessons

Each of the questions above are used throughout the curriculum. The curriculum requires, at a minimum, 5 class periods of time. Students are encouraged to think about how youth, adults, and various community agencies can work together to make communities safer. These lessons are organized around three premises, or assumptions, about protecting youth from violence in our society.

- (1) The first premise is that no single solution can fix all of our problems. We must plan for everyone, not just one population in a community. This “whole community” approach means thinking about a wide range of solutions that ranges from prevention to intervention to punishment.
- (2) Another premise is that violence occurs in different settings. The Student Advisory Committee outlined three areas of concern: in relationships, in school, and in the community. This curriculum examines one kind of policy (prevention, intervention, or enforcement) as an example of what to do in each area. However, the best response to these issues is to use many types of solutions.
- (3) The third premise is that everyone has responsibility for protecting youth from violence, including young people. All the lessons encourage thinking about how youth, adults and various public and private agencies can work together to take care of young people.

Lesson 1 offers a foundation for the following lessons. It involves a definition of public policy and an introduction to a framework for policy analysis. In addition, the lesson includes a student opinion poll framed around issues that will be explored in the balance of the curriculum. This survey will be completed by every student involved in the Summit — more than 1,000 so far.

Lesson 2 explores the topic of protecting youth in relationships. The lesson reviews some basic risk and resiliency (protective) factors associated with violence in teen relationships, and then asks students to brainstorm about additional risk and resiliency factors that might be present in their school and community. The lesson then looks at one proposed policy to help *prevent* relationship violence among young people: classroom instruction to encourage and enable young people to maintain healthy, violence-free relationships.

Lesson 3 explores the topic of protecting youth in schools. In this lesson, students examine a policy designed to *intervene* in the lives of young people identified in the community as having a history of criminal behavior. The focus policy is based on one currently implemented in Decatur, Illinois, and would require schools to monitor individuals identified as serious habitual juvenile offenders (SHOs), and to share information about SHOs, including reports of crimes committed by them on school grounds, to certain state and local law-enforcement agencies. The lesson asks students to consider whether the advantages of this policy outweigh the disadvantages.

Lesson 4 explores the topic of protecting youth in communities. Students examine an *enforcement* policy which would require mandate that states report all crimes meeting a federal definition of hate crime. The lesson asks students to consider whether this federal enforcement approach would be effective and fair to everyone.

Lesson 5 looks at the real world element of resource allocation. It is a simulation of a town meeting that serves as a culminating activity for the curriculum. In the meeting, students are faced with the challenge of creating the most desirable package of youth safety policy options to address the whole community of “Ourtown” while struggling with the real-life condition of limited available funding. This lesson also serves as a springboard for the Youth Summit itself as students discuss pros and cons of various youth safety initiatives and practice public speaking and advocacy skills.

The Public Policy Component

Public policy analysis—the examination and evaluation of how government accomplishes its objectives—undergirds the entire curriculum. Students are often exposed to *what* the law says through specific rules and court cases, but rarely are given the opportunity to see *how* the law works through public policies. This curriculum is designed to give your students a chance to examine the process government uses to implement its ideas and get things done. In this curriculum, students will explore what public policy means and learn to recognize examples of public policy. Students also will be introduced to a policy evaluation framework for assessing different public policies. Finally, students will have the opportunity to apply this framework to each of the actual policies addressed in the program.

The Service Project Component

In addition to presenting specific policies, each lesson offers various service options in the “Service Projects” section. The service projects are designed to help students think about the opportunities and responsibilities they can accept to contribute to solutions that work. The options will also offer some ideas for where they may begin to make a difference. Learning by doing is one of the best ways to come to grips with the material and to make a difference in the real world. By doing a community service project, students can become “active citizens” by implementing a student-driven solution to a real world problem.

Each school participating in the Youth Summit will plan, conduct, and assess a service project, using either the projects suggested in the curriculum or one of their own design. Each service project will be displayed at the Youth Summit on May 1, reviewed by other students, and assessed by members of the community. Each school completing a service project will be recognized at the conclusion of the Youth Summit. **Please provide CRFC with a description of your project prior to May 1.**

To offer guidance to teachers helping students with service learning projects, we have included *Service Learning in the Social Studies* with this Teacher Edition, and specific information about how your students should prepare their presentation for May 1.

The Reflection Component

Reflection is a significant component of experiential learning. Reflection is the framework within which you assess and think about information and perspectives you gain through your experiences in the community and the classroom. It's a structured way to "connect the dots" and integrate what you've learned. To help students think about service projects you have done, we have included a "Community Service Reflection Log" in the Student Curriculum that can be used in conjunction with the Service Project Components in the lessons.

Lesson 1: Understanding Public Policy

Introduction

This lesson is intended to set the stage for the Youth Summit by giving students a firm understanding of public policy—what it is and how it works. The lesson explains how the Youth Summit Curriculum prepares them for evaluating current government policies on public safety and youth. It also includes a survey on proposed state and federal policies designed to protect youth from violence.

Objectives

- ?? Students will learn a “working definition” of public policy.
- ?? Students will be able to identify a public policy regarding youth safety, policy proponents, and purpose.
- ?? Students will understand policy analysis in the context of active citizenship.

Materials

Newspapers
Framework for Public Policy Analysis
1998 Illinois Youth Summit Survey

Time Required

1 class period

Class Activity

1. Introduce the purpose and structure of the Youth Summit to the class. Explain that the curriculum is designed to help them prepare for the event itself.
2. Next, refer to the definition of public policy on the handout: “Public policy is a plan of action, adopted by government, to solve a problem or reach a goal.” Explain that this curriculum and the Youth Summit will focus on public safety policies as they pertain to youth.
3. Place the participants in small groups. Pass out newspapers (and markers, if available) to each group. Ask participants to circle examples of public safety policies relating to youth and young people. These policies can be historical, existing, or proposed, but they must relate to public safety and to youth.

4. Ask each group to report out one of their examples by answering the following questions:

?? What is the public policy?

?? What problem is this policy designed to solve or mitigate?

?? Is this a local, state, national, or international policy?

?? What body of government made/will make this policy?

Be prepared to question and correct students if they have difficulty understanding the differences between *problem*, *policy*, and *project*.

5. Refer to “A Framework for Public Policy Evaluation.” Ask them to apply the framework to the example their small group selected. Circulate among the groups and/or have the small groups report out so that everyone feels comfortable using the framework. Explain that they will use the framework to assess the three different public policies that form the Youth Summit. (Make additional copies as necessary for each policy.)

Part of this exercise can be assigned as homework the night before to save time for large group discussion. Students could scan newspapers for policies and apply the policy instrument to the policy for practice on policy analysis.

Service Projects

Conduct the 1998 Illinois Youth Summit Survey with your class. (Copies for your students are included in your materials.)

NOTE: The Illinois Youth Summit Survey will provide critical information from your students which is necessary for the Youth Summit itself. Please ensure that your students complete the survey, tabulate the results, and report these results to CRFC by the deadline. **This is a required portion of the curriculum.**

The survey is designed to see what students think about youth safety public policies. Conduct the poll in your class and consider whether the students want to give the poll to any other groups. If they do give it to other groups, be sure to keep the results separate, so you can compare the opinions of different sets of people.

When you have taken the survey in your class, please have the students tabulate the results for your own class. (A tabulation packet is included in your materials.) Then send the results to the Constitutional Rights Foundation Chicago. **Be sure to send us the results by April 15 so we can combine them with those from all the other schools participating in the Youth Summit.**

A FRAMEWORK FOR PUBLIC POLICY ANALYSIS

“Public policy is a plan of action, adopted by government, to solve a problem or reach a goal.”

“Well-meaning law is not necessarily good law.”

?

?? What is the problem?

?? What is the policy?

?? What do you think are the major causes/effects of the problem?

?? How does the problem affect you? How does it affect society?

?? How does the policy address the causes and/or reduce the negative effects of the problem?

?? List the advantages/disadvantages of the policy.

?? Describe any alternative solutions you prefer.

?? What more do you want/need to know about the problem?

?? What can you do to address this problem?

Lesson 2: Protecting Our Youth In Relationships

Policy Focus

Should local school districts adopt a curriculum to help prevent relationship violence among young people?

Objectives

- ?? Students will discuss risk and resiliency factors determined through research.
- ?? Students will identify risk or resiliency factors present in classroom/school/community.
- ?? Based on the risk/resiliency factors they have identified, students will discuss the relative effectiveness of a violence *prevention* strategy as opposed to an *intervention* or *punishment/enforcement* strategy.
- ?? Students will design a model curriculum and supporting components to help prevent relationship violence.

Materials

Background reading on Risk and Resiliency Research
Policy Summary and Sample Curriculum Outline
Risk Factors
Resiliency Factors

Time Required

1 class period

Class Activity

1. Begin class discussion by asking students to define “relationship violence.” Parameters to consider include whether violence can be verbal as well as physical; when and where it is likely to occur; and whether it can happen to males as well as females. If necessary, point out that relationship violence can happen in family units, in the context of a dating relationship, and between peers.
2. Introduce risk and resiliency factors. Distribute Handouts “Risk Factors” and “Resiliency Factors.” Ask the class to consider the following questions:
 - ?? With what factors do they agree?
 - ?? What factors would they change?
 - ?? What factors need to be added?
3. If students listed factors which can not be adequately addressed through adoption of a classroom curriculum, ask students to consider supplemental school and/or

community-based strategies to support the curriculum. A good way to begin this activity is to ask students to discuss the following:

“How would you design a curriculum to prevent relationship violence appropriate for this school and community?”

Issues to consider include:

- ?? areas of knowledge, skills, and attitude change addressed in the curriculum
- ?? how long the curriculum will take to complete
- ?? the class or setting for the curriculum (i.e., health class, during extended hours after school, etc.)
- ?? what programs, activities, or resources (supporting components) would be made available to students to help support the curriculum.
- ?? whether supporting components represent prevention, intervention, or punishment/enforcement strategies?

Keep a running list of ideas on the board or ask students to take notes.

4. Ask the students to complete their design of the curriculum, either in small groups or in a homework assignment.

Policy Analysis

Take a few minutes to read the policy summary, “Reducing Dating Violence,” and the sample relationship curriculum outline.

Apply the framework to the policy and sample curriculum outline.

Service Projects

- ?? Prepare a plan for a relationship violence prevention program and submit it to your U.S. Representative or Senators Moseley-Braun and Durbin, and/or bring it to the Summit.
- ?? Create a pamphlet for parents or high school students that educates them about risk and resiliency factors in teen relationships. Compile a list of teen relationship resources in your school and community and publicize it in a pamphlet and/or on the Internet.
- ?? Interview a school or community-based teen counselor to learn what they are doing to prevent relationship violence in your community; offer to volunteer. Organize a teen relationship discussion and support group. Invite teachers and parents to attend.
- ?? Select a television or magazine advertisement that you believe perpetuates harmful gender stereotypes. Prepare and present your analysis (written, audiovisual, both) to other students or parents. Write a letter to the advertiser explaining your views.

RISK FACTORS

Community Risk Factors

- ?? Availability of drugs
- ?? Gender stereotypes and social expectations
- ?? Media portrayals of violence
- ?? Community norms that favor violence as a way to solve interpersonal problems
- ?? Economic and social deprivation

Family Risk Factors

- ?? Family history of drug or alcohol abuse, crime, and violence
- ?? Poor family management practices
- ?? Family conflict
- ?? Favorable parental attitudes toward violence as a way to solve interpersonal problems
- ?? Family attitudes favoring gender stereotypes and behavior expectations

Individual and Peer Group Risk Factors

- ?? Acceptance of violence as a way to solve problems
- ?? Friends who engage in relationship violence
- ?? Peer pressure to become sexually active
- ?? Lack of awareness of one's emotions (such as anger, disappointment, and rejection)

RESILIENCY FACTORS

Recognizing and Understanding the Causes of Conflict

- ?? emotions such as anger, disappointment, rejection
- ?? lack of self-esteem or assertiveness
- ?? desire to maintain control or perceived power in the relationship
- ?? pressure to live up to gender stereotypes and behavior expectations

Violence-Free Role Models

- ?? family
- ?? peers
- ?? school and community leaders

Skills

- ?? Social competence
- ?? Conflict resolution skills
- ?? Perspective taking

Attitudes

- ?? Choosing to let go of stereotypes and harmful behavior expectations
- ?? Willingness to respect the others when they say “no” to requests for sexual activity

REDUCING DATING VIOLENCE—A Pilot Program

Program Type: School-based sexual assault and violence prevention

Target Population: Students in grades 8 & 9

Setting: Johnston County, North Carolina

Annual Budget: \$233,000

Sources of Funding: National Center for Injury Prevention and Control, Centers for Disease Control and Prevention (CDC), Division of Violence Prevention

Program Description:

About 1,200 students in grades 8 and 9 in Johnston County receive classroom instruction about gender stereotypes, conflict management skills, and social norms that contribute to dating violence. Classroom instruction is supplemented with an arts program of student-conducted dramatic performances. In addition, parents, policeworkers, and other key individuals in the community are trained to be better resources for youth who seek assistance about teenage dating violence. Partners in the project include the University of North Carolina at Chapel Hill in conjunction with the Johnston County public schools, the Johnston County Health Department, and Harbor, Inc., a community-based organization.

Source: Partnership Against Violence (<http://www.pavnet.org>)

“HEALTHY RELATIONSHIPS” CURRICULUM OUTLINE¹—A Sample Policy

VOLUME I: DEALING WITH AGGRESSION

Exploring Emotions

- ?? Expressing Emotions
- ?? Anatomy of Anger
- ?? The Art of Feeling

Nuts and Bolts of Aggression

- ?? Don’t Shove – Communicate!
- ?? Dealing with Rejection and Disappointment
- ?? Managing Stress

Being Responsible

- ?? “I” Statements
- ?? Assert Yourself!
- ?? Banish Bullying!

Conflict Resolution

- ?? WADE-IN and Negotiate
- ?? How Do You Communicate?
- ?? Problem-Solving Strategies

VOLUME II: GENDER EQUALITY AND MEDIA AWARENESS

Exposing Gender Stereotypes

- ?? Act Like a Man/Be Ladylike
- ?? Biff and Bambi Role Play

Learning Gender Stereotypes

- ?? Fairy Tales: Reading Between Lines
- ?? Song Lyrics: Healthy or Unhealthy?
- ?? Television: Entertaining Violence
- ?? Heroes and Role Models

Impact of Gender Role Stereotypes

- ?? Dying to be Thin
- ?? Pondering Manhood’s Price
- ?? Pornography and Objectification
- ?? Peer Pressure
- ?? Homophobia

VOLUME III: FORMING HEALTHY RELATIONSHIPS

How Sexism Leads to Violence

- ?? The Crown Prince
- ?? Date Rape
- ?? Power and Equality
- ?? Sexual Harassment
- ?? Unmasking Sexist Attitudes

Understanding Anger

- ?? Where Anger Comes From
- ?? Catching Anger
- ?? Solving Problems with Force

Communication Skills

- ?? Personal Boundaries
- ?? Saying “NO”
- Talking it Out

¹ Source: Men for Change (1997) “Healthy Relationships” Curriculum

Lesson 3: Protecting Our Youth In Schools

Policy Focus

Should Illinois require schools to monitor serious habitual offenders (SHOs) and share information about them, including reports of crimes committed on school grounds, with criminal justice agencies?

Objectives

- ?? Students will formulate, modify and articulate opinions on a policy by discussing it with their peers; using the discussion questions as guides.
- ?? Students will weigh the disadvantages (costs) and advantages (benefits) of the policy to reach a conclusion as to the overall desirability of the policy.
- ?? Students will analyze the policy using the policy analysis framework.

Materials

Policy Summary

Time Required

1 class period

Class Activity

1. Take a moment to review the policy summary.
2. Ask students by a show of hands which position they think they have on this bill: Agree, Disagree, Uncertain.
3. Break up the group into two roughly equal parts (combine the “Uncertain” students with the “Agree” or “Disagree” group, whichever is smaller). Have them discuss why they think they feel as they do.
4. Now have each person pair off with someone from the other group to address the discussion questions and share their views with one another.

Discussion Questions

- ?? How significant are the following potential advantages of mandatory school participation in SHOCAP program?
 - ?? SHOs are less likely to “slip through the cracks” of the juvenile justice system unnoticed.

- ?? SHOs are more likely to receive more appropriate intervention, correction, and rehabilitation attention.
- ?? SHOs are less likely to commit additional violent crimes on school grounds.
- ?? The policy is very cost-effective.
- ?? Other advantages to this approach (please specify).
- ?
- ?? How significant are the following potential disadvantages of mandatory school participation in the SHOCAP program?
 - ?? A young person might become notorious among school administrators as a “serious habitual offender” and thus receive less attention from teachers and administrators.
 - ?? Individuals who are not identified as SHOs, but who engage in school violence, might be overlooked by authorities.
 - ?? Individuals identified as SHOs might receive harsher penalties for non-violent crimes, such as defacing of school property or under-age drinking, than a young person who has not been identified as an SHO.
 - ?? Personal information about SHOs could be disseminated in an unauthorized manner.
 - ?? Other disadvantages to this approach (please specify).
 - ?
- ?? If you were a member of the Illinois General Assembly, how would you balance the advantages and disadvantages of the SHOCAP program in reaching your decision about whether to make it a mandatory program statewide?

Policy Analysis

As a whole class, apply the framework to the policy summary. Students may share opinions reached during the discussion session.

Service Projects

- ?? Invite your State Representative or Senator to be part of a public hearing on this proposal.
- ?
- ?? Develop an alternative role for schools in dealing with the problem of young repeat offenders that you think will work better than the proposed policy. Write up your idea, gather signatures of supporters, and submit your plan to your senator or representative.
- ?? Survey students and parents on the policy. Compile, analyze, and present your findings.
- ?? Conduct research on school violence in your community. What policies has your community implemented to address the problem? What policies make you feel safer at school? In what ways do you still feel unsafe? Prepare summaries of the policies that you believe are the most and the least effective.
- ?? Conduct your own risk and resiliency analysis of factors associated with school violence. Based on the factors you have identified, develop a plan to reduce school violence, Write a letter to your local school board asking them to consider implementing your plan.
- ?? Focusing on the issue of “labeling.” What are some ways in which schools or other local agencies “label” young people? What are the effects of “labeling?” Does it matter whether the label is positive or negative?

Serious Habitual Offender Comprehensive Action Program²—A Pilot Program

<i>Program Type:</i>	Information sharing and case management
<i>Target Population:</i>	Serious habitual juvenile offenders
<i>Setting:</i>	Decatur, Illinois
<i>Annual Budget:</i>	\$40,000
<i>Funding:</i>	Office of Juvenile Justice and Delinquency Prevention, U.S. Department of Justice; and local resources.

Program Description:

In 1992, the Illinois General Assembly amended the Juvenile Court Act to allow each county in Illinois to establish a multidisciplinary committee to identify juveniles who qualify as SHOs and to adopt an interagency agreement for sharing information that maintains Juvenile Court Act confidentiality provisions.

SHOCAP is a cooperative information-sharing and case management program that promotes coordination among law enforcement, probation, correctional, and social service agencies; prosecutors; schools; and community aftercare services. Only staff members working directly with SHOs in the agencies that share information are allowed access to SHOCAP information. One goal of the program is to enable agencies to develop more comprehensive case histories and to better match their services with the needs of juvenile serious habitual offenders (SHOs). Another goal of the program is to reduce the number of offenses committed by SHOs.

Schools participate by sharing information about SHOs with other agencies and by reporting to police all crimes that occur on school grounds by an identified SHO.

SHOs are closely supervised while performing community service and restitution work.

SHOs may receive intervention and social services such as individual, family and group therapy; crisis intervention; and substance abuse assessments and treatment referrals.

² Source: The National Criminal Justice Reference Service (NCJRS) and the Decatur Police Department (1996)

Lesson 4: Protecting Our Youth in Communities

Policy Focus

Should Congress enact a uniform definition of hate crime and mandate that states classify and report such crimes?

Objectives

- ?? Students will understand the obstacles to effective reporting of hate crimes.
- ?? Students will evaluate the extent to which juveniles commit, and are reported as committing, hate crimes.
- ?? Students will compare a state and federal definition of hate crimes to decide whether one or both should be modified for fairness and effectiveness.
- ?? Students will apply the FBI hate crime reporting form to three sample cases of hate crimes involving juveniles

Materials

1996 Hate Crime Statistics. Federal Bureau of Investigation, U.S. Department of Justice.
Hate Crime: An Update. CRS Report for Congress. April 16, 1997.
Hatred a Crime Many Just Ignore. Chicago Tribune. January 11, 1998, p. A1, A16.
Hate Crimes Definitions
FBI Reporting Form
Three Sample Cases

Time Required

1 or 2 class periods

Class Activity: Reporting Hate Crimes

Step 1: Review the following “background” statement.

The 1990 Hate Crimes Statistics Act (HCSA) is a federal law which defines hate crimes and requires the U.S. Department of Justice to compile, on an annual basis, nationwide statistics of hate (sometimes called “bias”) crimes. States may voluntarily report the total number of hate crimes recorded each year by its respective cities and localities, but many either do not report, or substantially underreport, hate crime.

Obstacles to Accurate, Voluntary Reporting

There are a number of reasons why hate crimes are underreported, including:

- ?? Some victims of hate crimes face significant language barriers and are unable to communicate that they have been victimized, or do not know that they can or should report the crime.
- ?? Homosexual victims may be afraid to report a hate crime for fear of being “outed.”
- ?? Law enforcement agencies may deliberately underreport or deny the existence of hate crimes in their community of fear of “tainting” the image of the community.
- ?? Some communities tolerate an “acceptable” level of prejudice with respect to persons in certain victimized groups.
- ?? Some states and localities have “loose” definitions of hate crimes.
- ?? Some law enforcement localities lack the resources and expertise needed to adequately identify and report hate crime.

Juveniles and Voluntary Reporting of Hate Crimes

A 1990 Harris poll of 1,865 high school students found that over half claimed to have witnessed a racial confrontation “very often” or “once in awhile.” Nearly half stated that they had joined a bias-motivated confrontation or, at a minimum, believed that the victims of the confrontation were “getting what they deserved.” In 1993, the Office of Juvenile Justice and Delinquency Prevention found that only 6 states collected hate crime data specifying the age of the hate crime offender. The data from the study indicated that 8.5% to 62.5% of hate crimes can be attributed to people under the age of 18. Based on this data, researchers have concluded that an estimated 17 – 26% of all hate crime incidents recorded are committed by juveniles.

Law enforcement are sometimes reluctant to report crimes committed by juveniles as hate crimes because of the early stigma, or label, that is placed on the juvenile offender as a hate crime offender. In addition, under many state statutes, including Illinois, once a person is charged with a hate crime, they are subject to increased penalties, including lengthier prison sentences. Consequently, there is a risk that some juvenile offenders could received an enhanced penalty for a crime that might otherwise be treated as a misdemeanor.

On the other hand, the intent of the Hate Crimes Statistics Act is to raise awareness of the significance of hate crimes as a disruptive force in our communities, and to assist state and local law enforcement agencies in developing prevention and intervention strategies to reduce hate

crime. Accurate data regarding the number of hate crimes committed by juveniles would arguably enhance a community's ability to plan and protect itself against hate crime.

Step 2: Discussion Questions

- ?? Compare the Illinois definition of hate crime with the federal definition of hate crime contained in the Hate Crimes Statistics Act. Which definition do you think most fairly and effectively defines a hate crime? Why? *For use as additional discussion probes: Are some classes of persons protected in one definition that are not protected in the other? Do students prefer one approach over the other? Why? Similarly, how do students view the selection of crimes in either or both definitions?*
- ?? Would you modify the definition of hate crime that you selected in any way? If so, how?
- ?? Apply the FBI reporting form below to the three sample cases. Which of the cases, if any, would you report as a hate crime? Are there any that you would not report as a hate crime? Why or why not? Do your answers depend on the definition of hate crime you use? *For additional discussion:*
- ?? **In case #1**, does it matter that the youths did not necessarily know the store owner was a gay man before they vandalized his property and shouted at him? Does it matter that their behavior may have been influenced by the consumption of alcohol?
- ?? **In case #2**, does it matter that the behavior of Montell's attackers may have been drug-induced? If students had said that alcohol mattered in case #1, but that substance abuse does not matter in case #2, ask them to explain.
- ?? **In case #3**, does it matter that Janet was trying to impress the gang? Does it matter that she may have had a history of prank-type behavior? Does it matter if the mentally-impaired victim did not know why she was being attacked?
- ?? If the federal government were to mandate the reporting of hate crimes, should the policy also include a requirement to identify hate crimes committed by juveniles?

Service Projects

- ?? Conduct research on the voluntary reporting of hate crimes. Find statistics on hate crimes in your community. Create a one-page summary of whether you think that the voluntary reporting helps draw law enforcement and public attention to hate crimes.
- ?
- ?? Write a letter to the editor of a local newspaper regarding your position on the reporting of hate crimes.
- ?
- ?? Interview a victim of a hate crime and prepare a short summary of that person's reaction to the crime.
- ?
- ?? Conduct research into resources in your community to prevent hate crime or to assist victims of hate crime.
- ??

ILLINOIS AND U.S. HATE CRIME DEFINITIONS

Illinois Compiled Statutes

§ 720 ILCS 5/12-7.1 Hate Crime

Section 12-7.1. Hate crime. (a) A person commits hate crime when, by reason of the actual or perceived race, color, creed, religion, ancestry, gender, sexual orientation, physical or mental disability, or national origin of another individual or group of individuals, he commits assault, battery, aggravated assault, misdemeanor theft, criminal trespass to residence, misdemeanor criminal damage to property, criminal trespass to vehicle, criminal trespass to real property, mob action or disorderly conduct. . . or harassment by telephone. . .

Hate crime is a Class 4 felony for a first offense and a Class 2 felony for a second or subsequent offense. Any order of probation or conditional discharge entered following a conviction for an offense under this Section shall include, a condition that the offender perform public or community service of no less than 200 hours if that service is established in the county where the offender was convicted of hate crime. In addition the court may impose any other condition of probation or conditional discharge under this Section.

(c) Independent of any criminal prosecution or the result thereof, any person suffering injury to his person or damage to his property as a result of hate crime may bring a civil action for damages, injunction or other appropriate relief. The court may award actual damages, including damages for emotional distress, or punitive damages. . . The parents or legal guardians. . . of an unemancipated minor shall be liable for the amount of any judgment for actual damages rendered against such minor under this subsection. . .

(d) “Sexual orientation” means heterosexuality, homosexuality, or bisexuality.

Hate Crimes Statistics Act of 1990

Hate crimes are:

[c]rimes that manifest evidence of prejudice based on race, religion, sexual orientation, or ethnicity, including where appropriate the crimes of murder, non-negligent manslaughter, forcible rape, aggravated assault, simple assault, intimidation, arson, and destruction, damage, or vandalism of property.

FBI HATE CRIME REPORTING FORM

Is the motive of the perpetrator known to be bias?

Does the victim perceive a bias?

Are there any other reasons for the incident?

Did the incident occur on or near a religious holiday?

Are there relevant demographic factors that might create resentment or bias?

Are there any symbols involved in the incident that are associated with hate groups (such as Nazi swastika)?

SAMPLE CASES

Case 1: Late one Saturday night, Jerry, Miguel, and Horace were drinking beer and wine in the parking lot behind the local convenience store. As the night progressed, the threesome became restless and rowdy. Horace suggested that they go to a nearby “gay” neighborhood and “teach some homos” a lesson. Jerry and Miguel agreed. Arriving in the neighborhood, Horace produced a can of spray paint and painted “HOMO” in large letters on a local storefront. A passerby witnessed the occurrence and notified police. In the meantime, the store owner, who was a gay man, ran out of the store to see what was happening. Soon, the three young men and the store owner were shouting at each other. The police arrived, and Jerry, Miguel and Horace were arrested for misdemeanor damage to property and disorderly conduct under Illinois law. Jerry, Miguel, and Horace are 16.

Case 2: Montell, a 21-year-old African American, was walking home from work one evening when he was approached by two Caucasian males, 17 years of age, who kicked and beat him repeatedly; identified themselves as members of the KKK; and shouted racial epithets. They were subsequently arrested and charged with battery. Blood tests later confirmed that both young men were high on an illegal substance.

Case 3: Janet is widely known at school as a prankster. She once called in a bomb threat to her high school, and twice was disciplined for writing graffiti about various teachers on the stalls in the women’s restroom. Feeling lonely and left out of things at school, she approached a local gang member about becoming a member of the gang. “We generally don’t let girls into the gang,” he said, “unless they prove they’re tough enough to make it.” On Saturday night, Janet was hanging out with some gang members at a nearby mall when a young woman with Down’s Syndrome walked out of the store, carrying a bag of candy. “I hate retarded people,” Janet said, loudly. Those with her laughed and said, “Yeah, I know what you mean.” Encouraged, Janet said a little louder, in the woman’s direction, “REETAARD.” The gang started laughing even harder. Suddenly, Janet sprinted off across the parking lot, grabbed the candy from the young woman, and pushed her down to the ground, saying, “Look what I got from the Retard!” A few days later Janet was arrested and charged with battery and misdemeanor theft.



Lesson 5: Tough Choices—A Town Meeting on Youth Safety

Overview

In this simulation, students will take the role of citizens of “Ourtown.” They will gather in groups to discuss various proposals, then present their ideas on how the funds should be allocated at a special town meeting. After discussion, the City Council will vote on these ideas, give reasons for their vote and then open up the meeting for feedback.

Class Activity

Assign the City Council’s announcement and the proposals for 108F grants as homework reading the night before the simulation so students are familiar with content. (Both are in the student curriculum.)

OPTION A *(for a one-period simulation)*

Break class into five groups. Assign one group to be City Council. Follow steps 1-9 below.

OPTION B *(for a two-period simulation)*

Break into five groups. Assign one group to be City Council. Assign a role to each of the four constituent groups as outlined on Handout 5 (Supplemental). Have each group identify roles, select spokespersons for each group and identify proposals most likely to appeal to each group. Then follow steps 1-9 below.

OPTION C *(for a short one-period class)*

Ask students to read the proposals as homework. Begin class by voting on the proposals. Then discuss with students the pressures of decisionmaking and meeting community needs.

Procedure

Steps 1-3 (15 minutes)

1. Student re-read the City Council’s announcement again and the six proposals for 108F grants.

City Council’s Announcement

The city has just received special federal funds to promote youth safety. A decision must be made about how the funds are to be used. The City Council has set up a special open meeting to decide the matter and has invited community members to offer opinions on how best to use the federal funds. The city council printed the following announcement in the local paper:

Communities throughout the state, indeed, communities across the nation, are experiencing the same concerns about youth safety. Problems facing and involving youth are widespread and growing, and the need to find solutions is urgent. We must all work together to make sure that everyone in our town feels safe.

The federal government has heard the cries for help. It has created a pilot youth safety program that will make some funds available to the cities. These funds are to be used at our discretion in attacking problems that make our youth feel unsafe. Under section 108F of the program, we are entitled to \$150,000 a year. At today's costs, that is not a very large amount, but it is a start and we must use it well.

The \$150,000 is to be spent at our discretion, as long as it is targeting youth safety concerns. How do you think should this money be spent? What programs would you like to see put into effect? Please join us and share your views at a special town meeting on the first of next month.

2. Students rank the six proposals in order of which would be the most effective. Which proposal do they think would really help keep Ourltown's youth safe? Have them rank the proposals from 1-6 on the handout: #1 is most effective; #6 is least effective.
3. Students prepare for the town meeting:
 - ?? Strategy. Should they concentrate on presenting the reasons why their proposal is best? Should they point out weaknesses in other approaches and proposals? Remind them that inappropriate behavior may prejudice members of the City Council against you and to avoid arguing or interrupting conversations.
 - ?? Arguments. What are the strengths of their proposal? Why is the proposal a good idea for solving youth safety problems in Ourltown? Have them keep their presentations brief and to the point. Have them ask for a firm commitment supporting their proposal.

(During this time, members of the City Council may be preparing for their open meeting by writing the proposals on the board and thinking about how best to allocate the funds. Consider the questions under #6 below but do not discuss them with other members of the Council until the meeting is called to order.)
4. (5 minutes) Hold the town meeting. Student presentations should be limited to 2 minutes each with one minute for follow-up questions.

5. (5 minutes) Members of the City Council should meet in front of the whole class to discuss the proposals. The committee must now decide on how to spend the \$150,000. PROPOSALS MUST BE FUNDED IN FULL; ANY RESIDUAL FUNDS WILL BE ALLOCATED TO A VICTIM'S ASSISTANCE PROGRAM.

?? Will a combination of proposals prove effective in promoting safety for youth? Will it prove effective in promoting safety for the entire community?

?? Will the proposals rated highly serve a broad range of community interests?

?? Will the proposals funded serve more than one segment of the population?

This is an open meeting. The entire class will observe the Council's deliberations. Be sure that the following information is on the board. Remind them that the City Council cannot spend more than \$150,000.

Proposal	Request	Award
1. Teen Relationship Violence Hotline	\$15,000	
2. Mt. Carmel Wilderness Camp	\$75,500	
3. Hate Crimes Training Seminars	\$34,000	
4. Family Monitoring	\$45,340	
5. Mediation and Restitution Services	\$60,000	
6. Seven Gables Home for Youth	\$82,000	
TOTAL	\$311,840	\$150,000

6. When the City Council has finished deliberating, Council members should vote on the allocation of funds.

7. (5 minutes) Now the City Council should invite a reaction to its decision by the whole class. Responses should be limited to, at most, one minute each.

8. (10 minutes) Conduct a debrief on the simulation as follows:

?? If you served as a city council member, how did it feel to have to choose between all the alternatives? How did it feel to respond to all your various constituents?

?? If you served as a citizen, how did it feel to watch your policy preferences go through the city council decision process?

?? For all participants, answer the following discussion questions:

?? Is this a fair way to make public safety decisions? Why or why not?

?? Is this an effective way to make these decisions? Why or why not?

?? Does this method of decision-making serve everyone in the community? Are some populations served and others neglected? Does one group have to bear more than its share of the burden for keeping the community safe?



GROUPS FOR OPTION B TOWN MEETING

CONSTITUENT ROLES

A. POLICE COALITION FOR PUBLIC SAFETY

This constituent group is comprised of current and retired police officers and administrators as well as members of the city task force on evaluating local incarceration facilities. Statistics prove that there is an increasing problem with youth crime and violence in Ourtown and you want to nip it in the bud. You are interested in law and order and hope that you can send a message that crime does not pay in Ourtown. Your goal is to keep Ourtown safe for everyone; adults and kids alike.

B. BUCKS R US, THE OURTOWN BUSINESS SUPPORT NETWORK GROUP

This constituent group is comprised of business leaders from Ourtown. In your regular meetings you have noted, with alarm, the increase in violence and crime in Ourtown and its negative impact on business. You hope to come up with solutions that will reduce problems in Ourtown and keep the community economically prosperous. You don't want Ourtown businesses to be left holding the financial bag for solutions to the town's problems. For you, a safe city is a prosperous city and so it makes sense to do what ever is necessary to decrease crime in Ourtown.

C. CARING FOR KIDS, INC.; THE OURTOWN SOCIAL SERVICE CONSORTIUM

This constituent group is comprised of social workers, psychologists, school guidance counselors, drug rehabilitation workers and others who work on a daily basis to help kids at risk in Ourtown. Your interest is in preventing problems for young people before they occur and in using humane methods to address social abuses. You hope the City Council will put together a package of solutions that make sense for young people in Ourtown.

D. STUDENTS FOR CHANGE; OURTOWN PUBLIC HIGH SCHOOL STUDENT TEAM

This constituent group is made up of students from the Ourtown Public High School. They are concerned about their own safety and the safety of all young people in Ourtown. Because adults often lack the perspective of youth when it comes to issues effecting young people, you formed a team to express your views to the City Council. You are interested in developing meaningful safety solutions for all of Ourtown's youth.

PROPOSALS FOR 108F GRANTS

PROPOSAL 1: Teen Relationship Hotline (COST: \$15, 000)

This 24-hour hotline will be staffed by trained crisis counselor volunteers who understand the unique pressures faced by teenagers in the community. The Hotline will act as a link to existing victim's assistance programs, such as a local battered women's shelter, and will provide confidential information and referrals about reproductive health and AIDS detection and prevention. A local legal assistance clinic will be available for individuals who need advice in coping with sexual assault or battery. The budget will cover the cost of the telephone equipment and operating expenses.

PROPOSAL 2: Mt. Carmel Wilderness Camp (Cost: \$75,000)

This summer camp will be a highly structured "boot camp" for first-time and misdemeanor Ourtown juvenile offenders as an alternative to detention, probation, or incarceration. The camp enforces military-style discipline, sponsors life-skills and substance abuse prevention education, and emphasizes building a positive peer culture based on order and respect for self and others. Staff will include specially trained counselors, probation officers, and other law enforcement personnel funded through another program. The budget will cover staff training, operating expenses for the facilities, and mental and physical health services for the juvenile offenders.

PROPOSAL 3: Hate Crimes Training Seminars (COST: \$34,000)

This annual program would cover the fees for a two-week seminar to train local law enforcement officials how to identify and report hate crimes. The U.S. Department of Justice will match up to \$30,000 of the funds devoted to the seminar. This means that although Ourtown would pay \$34,000 for the program, the additional money would give Ourtown \$64,000 to spend. The additional money would not come out of Ourtown's grant budget. Ourtown's 300 police officers would receive training from an FBI hate crimes specialist, learn about the victim's perspective from guest speakers, and training simulations. The matching DOJ funds would be used to establish a hate crimes task force to explore methods of reducing hate crime in the community.

PROPOSAL 4: Family Monitoring (COST: \$45,340)

This internship program assigns a newly certified social worker to six Ourtown families for intensive work over a six-month period. The case worker visits each assigned family 3-5 times per week and provides an array of support and reporting services, including big brother/big sister mentor experiences, counseling and referrals, and reporting on the offender's community service and the welfare of the family. The budget covers stipends for five social workers and administrative expenses.

PROPOSAL 5: Mediation and Restitution Services (COST: \$60,000)

This program is an office of the Ourtown court which conducts cases referred for mediation in which victims and offenders voluntarily reach agreement on restitution for acts of violence. Funds cover administrative staffing and stipends for participating mediators.

PROPOSAL 6: Seven Gables Home for Youth (COST: \$82,000)

This is a year-round program of education, counseling, and community service for youth charged with committing hate crimes. The budget will cover multicultural curriculum resources, field experiences in different racial, religious, and ethnic communities, experiences with developmentally or physically challenged populations, service project costs, and stipends for a diverse staff to serve 10-15 Ourtown youth at one time.

Preparing for the May 1 Summit

To achieve a sense of closure for your students and to prepare them for the Youth Summit on May 1, consider the following activities.

A Vote

Following the Town Meeting, ask your students to think about the three policy questions in the curriculum and then, by a show of hands or secret ballot, have them vote “yes” or “no” on each issue. Then discuss with them their votes, their reasons for how they voted, and the curriculum in general. Stress that the Youth Summit is not a simulation — it is a real opportunity to discuss with policymakers what they truly think are the best policies for public safety and youth. **Reminder: Please have your students fax the results of their introductory class survey to CRFC by April 15.**

The Delegation

Remind your students that they will be sending a delegation of six to eight to the Youth Summit on May 1. CRFC will notify you regarding the final number eligible from your school in the weeks before the Youth Summit. Whatever their number, select the delegation and remind them that they are at once speaking for themselves and representing the ideas of their classmates. You may also want to have them prepare a presentation after they return from the Youth Summit.

Service Projects

Each school participating in the Youth Summit will plan, conduct, and assess a service project, using either the projects suggested in the curriculum or one of their own design. Each service project will be displayed at the Youth Summit on May 1. Each school completing a service project will be recognized at the conclusion of the Youth Summit. **Please provide CRFC with a description of your project prior to May 1.**

Each school service project will be afforded table space at the Youth Summit so that students from other schools and representatives from the community can see your students’ work. Use a posterboard display (not larger than 36” x 48”) for your students’ presentation; please do not include any supplemental handouts. Include the following information:

- ?? A description of the project, including its purpose and specific objectives.
- ?? Pictures, surveys, documents, or other artifacts from the project.
- ?? Any evaluative information from those affected by the project.
- ?? Student reflections on the impact and significance of the project.

We look forward to seeing you and your students on May 1.

Selected Print and Electronic Resources

Print

In addition to resources available through your school library, your local library, and your local representatives (not to mention the phone book), your teacher has been provided the following materials as part of the Illinois Youth Summit:

1996 Hate Crime Statistics. Federal Bureau of Investigation, U.S. Department of Justice.

Chicago Directory of Law-Related Education Resources (CRFC)

Courtship Violence. *Journal of School Health*, March 1988; 58 (3): 98-100.

Efficacy of a dating violence prevention program on attitudes justifying aggression. *Journal of Adolescent Health*, July 1997; 21 (1): 11-17.

From Risk to Resiliency: The Role of Law-Related Education (Center for Civic Education)

Hate Crime: An Update. *CRS Report for Congress*. April 16, 1997.

Hatred a Crime Many Just Ignore. *Chicago Tribune*. January 11, 1998, p. A1, A16.

Materials for Conducting and Tallying the 1998 Illinois Youth Summit High School Survey

Overview of Strategies to Reduce School Violence. *ERIC Clearinghouse on Urban Education*.

Service Learning and the Social Studies (CRFC)

Electronic: Start at <http://www.crfc.org/summit.html>

The Internet is an unparalleled resource on every subject of human endeavor. In addition to searches by issue or topic, we recommend you check out the following sites on the "Youth Summit" page of the CRFC web site (<http://www.crfc.org/summit.html>):

GENERAL REFERENCE

Adolescence Directory On-Line

<http://education.indiana.edu/cas/adol/adol.html>

THOMAS: Legislative Information (U.S. Congress)

<http://thomas.loc.gov>

United States Code

<http://www.law.cornell.edu/uscode>

HATE CRIMES

FBI Hate Crime Statistics 1996

<http://www.fbi.gov/ucr/hateinfo.htm>

Chicago Hate Crimes Report 1995

<http://www.ci.chi.il.us/CommunityPolicing/HateCrimes1995>

JUVENILE JUSTICE

Office of Juvenile Justice and Delinquency Prevention
(U.S. Justice Dept.)

<http://www.ncjrs.org/ojjhome.htm>

Justice Information Center (U.S. Justice Dept.)

<http://ncjrs.org>

VIOLENCE

Partnership Against Violence

<http://www.pavnet.org>

Sourcebook of Criminal Justice Statistics

<http://www.albany.edu/sourcebook/>

Illinois Criminal Justice Information Authority

<http://www.icjia.state.il.us>

SERVICE LEARNING

Learn and Serve America

<http://www2.whitehouse.gov/WH/EOP/cns/html/lis-1.html>

National Service-Learning Cooperative Clearinghouse

<http://www/nicls.coled.umn.edu>

LAW-RELATED EDUCATION

American Bar Association Division of Public Education

<http://www.abanet.org/publiced/youth.html>

Center for Civic Education

<http://www.civiced.org>

Constitutional Rights Foundation (Los Angeles)

<http://www.crf-usa.org>

Phi Alpha Delta Public Service Center

<http://www.pad.org/psc/index.htm>

Street Law, Inc.

<http://www.streetlaw.org>

