

SHOCAP

Serious Habitual Offender
Comprehensive Action Program

Participant Manual



OJJDP

Sponsored by:
U.S. Department of Justice
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International Association of Chiefs of Police (IACP)

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This project, Grant No. 1999-MU-MU-0021, was awarded by OJJDP to the IACP. Points of view or opinions expressed in this document do not necessarily represent the official position of either the International Association of Chiefs of Police or the Office of Juvenile Justice and Delinquency Prevention. All rights reserved. No part of this book may be reproduced, stored in a retrieval system, or transcribed in any form or by any other means—electronic, mechanical, photocopying, recording, or otherwise without the prior written permission of the IACP.

Table of Contents

Office of Juvenile Justice and Delinquency Prevention (OJJDP)	iii
International Association of Chiefs of Police (IACP).....	iv
Acknowledgements.....	v
Agenda.....	vi

Introduction

Module 1: Introduction to the Training

Module 2: What is SHOCAP?

Module 3: The SHOCAP Team

Module 4: Customizing SHOCAP for Your Community

Module 5: Marketing Your SHOCAP

Module 6: Evaluating Your SHOCAP

Module 7: Resource and Development Planning

Module 8: Next Steps & Training Evaluation

Appendix

Office of Juvenile Justice and Delinquency Prevention (OJJDP)

The Office of Juvenile Justice and Delinquency Prevention (OJJDP) was established by the President and Congress through the Juvenile Justice and Delinquency Prevention (JJDP) Act of 1974, Public Law 93-415, as amended. Located within the Office of Justice Programs of the U.S. Department of Justice, OJJDP's goal is to provide national leadership, coordination, and resources to prevent and respond to juvenile delinquency and victimization. OJJDP accomplishes this by supporting States and local communities in their efforts to develop and implement effective and coordinated prevention and intervention programs and improve the juvenile justice system so that it protects the public safety, holds offenders accountable, and provides treatment and rehabilitative services tailored to the needs of families and each individual juvenile.

International Association of Chiefs of Police (IACP)

The International Association of Chiefs of Police is the world's oldest and largest nonprofit membership organization of police executives, with over 20,000 members in over 100 different countries. IACP's leadership consists of the operating chief executives of international, federal, state and local agencies of all sizes.

Founded in 1893, the association's goals are to advance the science and art of police services; to develop and disseminate improved administrative, technical and operational practices and promote their use in police work; to foster police cooperation and the exchange of information and experience among police administrators throughout the world; to bring about recruitment and training in the police profession of qualified persons; and to encourage adherence of all police officers to high professional standards of performance and conduct.

Since 1893, the International Association of Chiefs of Police has been serving the needs of the law enforcement community. Throughout those past 100-plus years, we have been launching historically acclaimed programs, conducting ground-breaking research and providing exemplary programs and services to our membership across the globe.

Professionally recognized programs such as the FBI Identification Division and the Uniform Crime Records system can trace their origins back to the IACP. In fact, the IACP has been instrumental in forwarding breakthrough technologies and philosophies from the early years of our establishment to now, as we approach the 21st century. From spearheading national use of fingerprint identification to partnering in a consortium on community policing to gathering top experts in criminal justice, the government and education for summits on violence, homicide, and youth violence, IACP has realized our responsibility to positively effect the goals of law enforcement.

Acknowledgements

In order to best examine current and emerging juvenile crime and victimization trends and issues with an eye toward the enhancement of curriculum, the IACP/OJJDP 21st Century Juvenile Justice Issues Symposium was conducted on June 29th and 30th in Alexandria, VA. In planning this symposium, we cast a wide net to insure an optimal collection of relevant information and expert opinions. Practitioners were invited from many relevant professions: 6 subject matter experts, 20 police executives, 6 community experts, and 10 educators. Additionally, we included 9 crime prevention experts, 2 high school students, 10 juvenile court practitioners and/or experts, and 7 professional facilitators from this field of training and technical assistance. This threshold activity provided the initial core principles which guided the early stages of JJLETTAP's curriculum development work. Following to this effort, new personnel and independent consultants have spearheaded subsequent curriculum, training and product development efforts.

Edward Yahnig, Curriculum Design Specialties, Inc. and Barbara Collins, Barbara Collins Consulting Services, worked under the supervision of Margaret L. Rollins, Program Manager for OJJDP/IACP's Juvenile Justice/Law Enforcement Training and Technical Assistance Program (JJLETTAP), to develop this product. The Core Curriculum/Training Development Team further consisted of the following subject matter experts: Donald Travis, Amanda Barker West, Keith Carr, Gary Dalton and Alvin Cohn. Gwendolyn Dilworth, OJJDP Grant Manager for the JJLETTAP worked in collaboration with the core team.

IACP personnel, Jerome A. Needle, Director of Programs and Research Activities, Irina Romashkan, JJLETTAP's Program Coordinator, and Gene Strobel, JJLETTAP's Program Assistant, were also instrumental in this effort.

SHOCAP Team Training Agenda

Day One – 8:00-4:30

Introduction to the Training
What is SHOCAP?

Lunch (1 hr.)

The SHOCAP Team – Roles and Responsibilities

Day Two – 8:00-4:30

The SHOCAP Team (cont'd.)
Customizing SHOCAP for Your Community

Lunch (1hr.)

Customizing SHOCAP (cont'd.)
Marketing Your SHOCAP

Day Three – 8:00-3:30

Marketing Your SHOCAP (cont'd.)
Evaluating Your SHOCAP

Lunch (1 hr.)

Resource and Development Planning
Wrap-up - Refinement of draft plans, next steps, training feedback

Table of Contents

Introduction to the Training _____ 3

PERFORMANCE OBJECTIVES _____ 3

 Training Purpose _____ 4

 Training Goals _____ 4

 Training Agenda _____ 5

 Questions/Expectations _____ 6

 Team Ground Rules _____ 7

What is SHOCAP? _____ 8

PERFORMANCE OBJECTIVES _____ 8

 What is SHOCAP? _____ 18

 The SHOCAP Concept _____ 19

 What is SHOCAP? _____ 20

 Potential Benefits of SHOCAP _____ 26

The SHOCAP Team _____ 27

PERFORMANCE OBJECTIVES _____ 27

 Brain Teaser #1 _____ 28

 Brain Teaser #2 _____ 29

 Travis: School Records _____ 30

 Travis: Child Protective Services File _____ 31

 Travis: Law Enforcement Record _____ 32

 Travis: Court Files _____ 34

 Who Are You And What Do You Do? _____ 35

 Facilitation - Preparing For a Meeting _____ 36

 The Role of The Facilitator _____ 37

 Making Decisions _____ 38

 The Problem-Solving Process _____ 38

 Facilitation - Working With Ideas _____ 39

 Memorandums of Understanding _____ 42

 Sample MOU's _____ 43

 Sample Roles and Responsibilities _____ 83

 Roles and Responsibilities Worksheet _____ 87

Customizing SHOCAP for Your Community _____ 91

PERFORMANCE OBJECTIVES: _____ 91

 Mission _____ 92

 Goals _____ 92

 Objectives _____ 93

 Indiana SHOCAP/SAFE POLICY Program _____ 100

 Policy May Address... _____ 102

 Program Coordinator _____ 111

 Organizational Structure _____ 111

 Who is the SHO in Your Community? _____ 113

 SHO Profiles _____ 116

 Racial Profiling _____ 118

 Federal Laws and Information Sharing _____ 119

 Case Information _____ 127

 Twenty Steps to Successful Information Sharing _____ 128

<i>Marketing Your SHOCAP</i>	129
PERFORMANCE OBJECTIVES	129
Helping People Handle Change Positively	130
Internal Agency Marketing Plan	131
Multi-Agency Marketing Plan	132
What's In It For...	133
<i>Evaluating Your SHOCAP</i>	136
PERFORMANCE OBJECTIVES	136
SHOCAP Vision	137
Sample Evaluation Strategies	138
Selecting Evaluation Strategies	139
Red Flags	140
<i>Resource & Development Planning</i>	141
PERFORMANCE OBJECTIVES	141
NATIONAL RESOURCE LIST	142
Local Resources for Our SHOCAP	143
<i>Next Steps & Training Evaluation</i>	144
PERFORMANCE OBJECTIVES	144
Next Steps:	145
<i>Appendix</i>	146
Travis – A Case Study	149
OFF BALANCE: Youth, Race & Crime in the News	154

Introduction to the Training

PERFORMANCE OBJECTIVES

In this module, participants will:

- Become familiar with the other training participants;
- Begin identifying and working with their own jurisdictional group as a “team”;
- Respond to the program goals and agenda;
- Identify their team’s needs and expectations for this training and how they can be met;
- Begin establishing ground rules for your team.

ACTIVITIES

Training Purpose _____	4
Training Goals _____	4
Training Agenda _____	5
Questions/Expectations _____	6
Team Ground Rules _____	7

Training Purpose

Each jurisdictional team will draft a preliminary plan to create and implement or enhance a Serious Habitual Offender Comprehensive Action Plan (SHOCAP) for their community.

Training Goals

Community SHOCAP Teams will:

1. Commit to a comprehensive approach for working with serious habitual juvenile offenders;
2. Determine how SHOCAP will be defined for your team's community;
3. Participate in a systems approach to SHOCAP planning;
4. Draft materials and plans to begin to implement SHOCAP in your communities;
5. Enhance your skills in leadership, problem-solving and collaboration;
6. Build your team's motivation to see the SHOCAP through to full implementation;
7. Benefit from "lessons learned" in long-term SHOCAP sites;
8. Use the provided reference materials and identify other resources for on-going project support.

Training Agenda

Tuesday – 8:30-4:30

Introduction to the Training
What is SHOCAP?

Lunch (1 hr.)

The SHOCAP Team – Roles and Responsibilities

Wednesday – 8:30-4:30

The SHOCAP Team (cont'd.)
Customizing SHOCAP for Your Community

Lunch (1hr.)

Customizing SHOCAP (cont'd.)
Marketing Your SHOCAP

Thursday – 8:30-3:30

Marketing Your SHOCAP (cont'd.)
Evaluating Your SHOCAP

Lunch (1 hr.)

Resource and Development Planning
Next Steps - Refinement of draft plans, training feedback

Questions/Expectations

Select a **recorder** and **spokesperson**. Then, discuss in your team:

1) What questions do you still have about this training?

2) What are your team's priority needs or expectations for the training?

Team Ground Rules



What is SHOCAP?

PERFORMANCE OBJECTIVES

In this module, participants will:

- Examine issues associated with juvenile crime and relate how it impacts society.
- Examine a SHOCAP concept and speculate on the benefits associated with its success.
- Determine how SHOCAP can impact the offender's future, given the typical outcome of SHOs.
- Outline how SHOCAP is similar to and how it differs from current community programs.

ACTIVITIES

What is SHOCAP? _____	18
The SHOCAP Concept _____	19
What is SHOCAP? Program Components _____	20
Potential Benefits of SHOCAP _____	26

KHS football players face felony bomb charges

Publication date:
Thursday, May 16, 2002

By MIKE FLETCHER

Tribune staff writer

Two 17-year-old Kokomo High School student-athletes have been charged with manufacturing and exploding a bomb under the bleachers at Walter Cross Football Field during a recent girls track meet.

Lt. Shawn Haus of the Kokomo Police Department's School Resource Unit said Wednesday police were called to the field at 5:45 p.m. May 7 on a report of a suspicious item being found. Officers found remnants of a bomb made out of a soda bottle and "other items" under the bleachers west of the football field, Haus said.

Even though there was a track meet going on at that time, Haus said no one was close enough to the explosion to be injured.

"When it went off, no one was around [the device]," Haus said Wednesday of the explosion. "But it was heard by a lot of people."

School Resource Officers Kevin Summers and Gary McKay handled the investigation. Neither was available for comment.

Sources close to the Tribune said the two youths charged was a junior and starting quarterback with the Kokomo High Wildkats this past season and the projected starter next season, as well as a reserve center on the school basketball team; and a second junior and starting cornerback on the football team. The quarterback had completed 54 passes on 117 attempts last year for 632 yards and four touchdowns. The cornerback had 21 tackles.

School officials would not confirm the names of those charged, but did say they are aware of the incident.

"Disciplinary action is being taken," Kokomo-Center Schools spokesman Dave Barnes said. "That's all I can say."

Barnes wouldn't confirm who the students were, whether they were athletes, or what specific disciplinary action they faced, including whether they faced being kicked off their teams.

Kokomo High School football coach Willard Rice also said he couldn't comment, citing confidentiality rules.

Police did not say what led them to the two juveniles.

One is charged with placing a bomb, a Class B felony, and a misdemeanor criminal recklessness charge. The other faces a less severe charge of possession of a bomb, a Class C felony, and criminal recklessness, Haus said. Because they are juveniles, police did not identify which student was charged with which crime.

The teens were turned over to juvenile authorities at the Robert J. Kinsey Youth Center. If committed by adults, the felony charges could have resulted in prison time.

No one was injured in any of the small explosions, but the potential is there for an injury or even a fatality when dealing with explosives, Kokomo Police Chief Charles Hackett said of the recent bomb cases.

"Even though the cases that we've had have not amounted to any damage or injury, they are certainly serious," Hackett said of this case and a case last month in which two adults, Brian Mula, 18, and Patrick Mula, 20, and two juveniles were charged with setting off several small "Drano bombs" in front of a school and two businesses.

"There is a potential for injury not only to an innocent bystander and a possible intended victim, but the person building these devices," Hackett said. "Some of the kids have chosen to see it as a challenge -- to see if they can handle explosive devices. From what I understand, it was kind of a joke thing. Fortunately, there were no actual detonations aimed for a victim."

In the earlier bomb case, the four who were charged admitted to setting off a bomb in a mailbox at McKinley School, according to court records. They said they did it because they were bored, according to the records.

The four also admitted to setting off other bombs at Kmart and somewhere near Lord John Tacos on the city's west side, the affidavit read.

The Mulas face charges of possession or manufacture of an explosive substance, a Class C felony, and misdemeanor counts of mischief and contributing to the delinquency of a minor.

With these latest two incidents coinciding with the recent case involving a Nebraska man charged with blowing up numerous mailboxes in several states, Hackett said parents should always know what their children are doing.

"I think all parents should be concerned," the chief of police said. "The concern in this is they know and understand the irresponsible use of any explosive device is going to be treated as a serious crime, to say nothing of the potential for injury. But it's no more than the normal amount of attention to what's going on in a child's life. We should all as parents be aware if we come across anything we suspect, whether it's drugs or bomb parts."

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The juvenile Violent Crime Index arrest rate in 2000 was at its lowest level since 1985—41% below the peak year of 1994. *Juvenile Arrest Rates for Violent Crime Index Offenses, 1980-2000*

Note: Rates are arrests of persons ages 10–17 per 100,000 persons ages 10–17 in the resident population. The Violent Crime Index includes the offenses of murder and non-negligent manslaughter, forcible rape, robbery, and aggravated assault.

Between 1994 and 2000, the juvenile arrest rate for Violent Crime Index offenses dropped 41%, to a level of 309 arrests for every 100,000 persons ages 10–17.

The growth in the juvenile Violent Crime Index arrest rate that began in the latter part of the 1980s was erased by 2000.

If each of these arrests involved a different juvenile (i.e., if each juvenile arrested in 2000 for a Violent Crime Index offense was arrested only once that year—which is unlikely), then no more than 1 in every 320 persons ages 10 through 17 in the United States was arrested for a Violent Crime Index offense in 2000. This means that about one-third of 1% of juveniles ages 10–17 were arrested for a violent crime in 2000.

Adapted from: Snyder, H. (2002). *Juvenile Arrests 2000* [Forthcoming]. Washington, D.C. Office of Juvenile Justice and Delinquency Prevention.

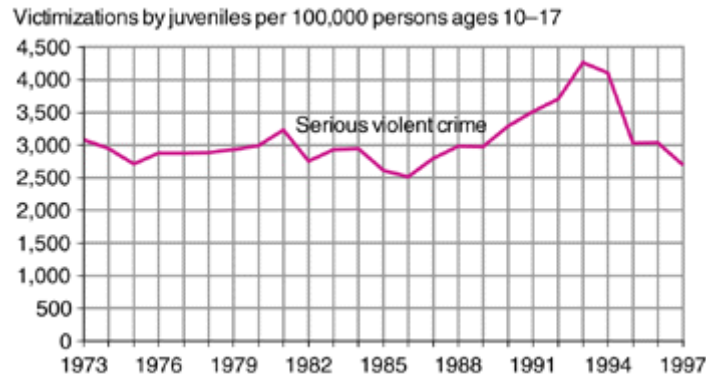
Internet Citation: OJJDP Statistical Briefing Book. Online.

Available: http://ojjdp.ncjrs.org/ojstatbb/asp/JAR_Display.asp?ID=qa2201012002. January 20, 2002.

Data Source: Arrest data for 1980–1997 from unpublished data from the Federal Bureau of Investigation and for 1998, 1999, and 2000 from [Crime in the United States](#) reports. Washington, DC: U.S. Government Printing Office, 1999, 2000, and 2001, respectively.

Population data from the U.S. Bureau of the Census, *U.S. Population Estimates, by Age, Sex, Race, and Hispanic Origin: 1980-1999 (With Short-term Projection to Dates in 2000)* [machine-readable data files available [online](#), released April 11, 2000].

The rate at which juveniles committed serious violent crimes changed little between 1973 and 1989, peaked in 1993, then declined to the lowest level since 1986.



Note: Serious violent crime includes incidents involving rape and other sexual assaults, robbery, and aggravated assault. Data are collected through personal interviews with persons ages 12 and older; thus, murder is not included for obvious reasons. Data collected prior to 1992 were adjusted to be consistent with newer data collection procedures.

- The Bureau of Justice Statistics' National Crime Victimization Survey (NCVS) asks a nationally representative sample of persons ages 12 and older about violent crimes in which they were the victim. Since 1973, the NCVS has been a national barometer of crime trends.
- Serious violent victimizations in the U.S. peaked in 1993 at 4.2 million, the highest level since the NCVS began in 1973. Between 1993 and 1997, the number of these victimizations dropped by 27%—to 3 million, the lowest level since the NCVS began.
- The rate at which juveniles committed aggravated assaults declined 33% between 1994 and 1995 and remained relatively stable thereafter.
- The rate of robberies by juveniles rose in 1981 and 1993, but by 1997, had dropped below the rates seen in the 1970's.

Suggested Citation: Adapted from Snyder, H. & Sickmund, M. *Juvenile Offenders and Victims: 1999 National Report*, p. 62. Washington, D.C.: Office of Juvenile Justice and Delinquency Prevention, 1999.

Internet citation: *OJJDP Statistical Briefing Book*. Online. Available: <http://ojjdp.ncjrs.org/ojstatbb/html/qa135.html>. 30 September 1999.

Data Source: Bureau of Justice Statistics. *1973–1997 National Crime Victimization Survey data* [Web site data files]. Washington, DC: BJS, 1998.

Of all Violent Crime Index offenses, the juvenile arrest rate for murder showed both the greatest increase and the greatest decline between 1980 and 2000.

Juvenile Arrest Rates for Murder, 1980-2000

Note: Rates are arrests of persons ages 10–17 per 100,000 persons ages 10–17 in the resident population.

The juvenile arrest rate for murder peaked in 1993. In that year, there were about 3,800 arrests of persons under age 18 for murder.

In the 7 years prior to this peak, the juvenile arrest rate for murder more than doubled.

In the 7 years following the peak, the juvenile arrest rate for murder fell 74%, dropping to its lowest level in more than two decades and erasing all of the earlier growth.

Adapted from: Snyder, H. (2002). *Juvenile Arrests 2000* [Forthcoming]. Washington, D.C. Office of Juvenile Justice and Delinquency Prevention.

Internet Citation: OJJDP Statistical Briefing Book. Online.

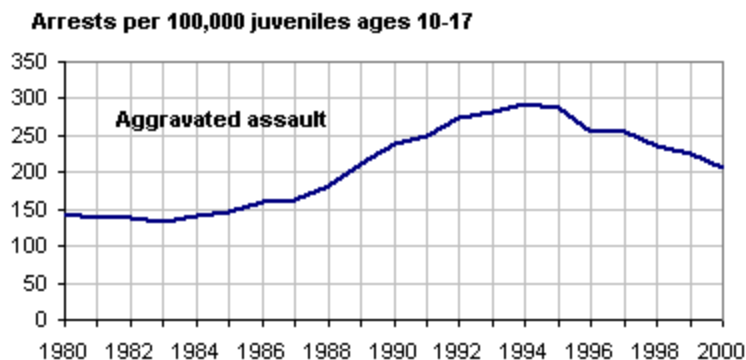
Available: http://ojjdp.ncjrs.org/ojstatbb/asp/JAR_Display.asp?ID=qa2202012002. January 20, 2002.

Data Source: Arrest data for 1980–1997 from unpublished data from the Federal Bureau of Investigation and for 1998, 1999, and 2000 from [Crime in the United States](#) reports. Washington, DC: U.S. Government Printing Office, 1999, 2000, and 2001, respectively.

Population data from the U.S. Bureau of the Census, *U.S. Population Estimates, by Age, Sex, Race, and Hispanic Origin: 1980-1999 (With Short-term Projection to Dates in 2000)* [machine-readable data files available [online](#), released April 11, 2000].

The juvenile arrest rate for aggravated assault in 2000 was 55% above its low point in 1983.

Juvenile Arrest Rates for Aggravated Assault, 1980-2000



Note: Rates are arrests of persons ages 10–17 per 100,000 persons ages 10–17 in the resident population.

The juvenile arrest rate for aggravated assault more than doubled between 1980 and 1994. Its increase between the mid-1980s and the mid-1990s generally paralleled the increases for murder and robbery.

The decline in the juvenile arrest rate for aggravated assault between 1994 and 2000 did not erase the increase that began in the mid-1980s. While the juvenile arrest rate for aggravated assault fell 30% between 1994 and 2000, the 2000 rate was still 42% above the 1980 level.

Adapted from: Snyder, H. (2002). *Juvenile Arrests 2000* [Forthcoming]. Washington, D.C. Office of Juvenile Justice and Delinquency Prevention.

Internet Citation: OJJDP Statistical Briefing Book. Online.

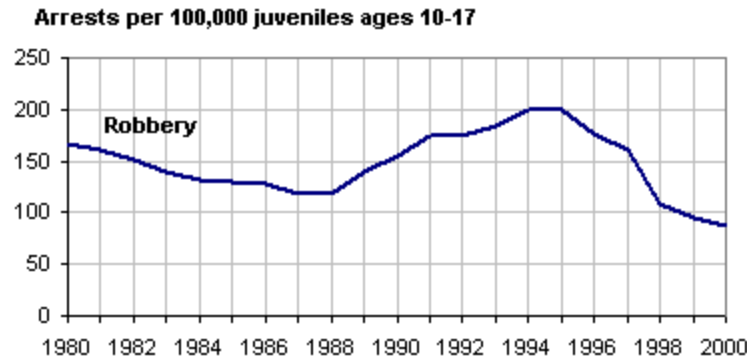
Available: http://ojjdp.ncjrs.org/ojstatbb/asp/JAR_Display.asp?ID=qa2205012002. January 20, 2002.

Data Source: Arrest data for 1980–1997 from unpublished data from the Federal Bureau of Investigation and for 1998, 1999, and 2000 from [Crime in the United States](#) reports. Washington, DC: U.S. Government Printing Office, 1999, 2000, and 2001, respectively.

Population data from the U.S. Bureau of the Census, *U.S. Population Estimates, by Age, Sex, Race, and Hispanic Origin: 1980-1999 (With Short-term Projection to Dates in 2000)* [machine-readable data files available [online](#), released April 11, 2000].

The juvenile arrest rate for robbery in 2000 was lower than any point since at least 1980.

Juvenile Arrest Rates for Robbery, 1980-2000



Note: Rates are arrests of persons ages 10–17 per 100,000 persons ages 10–17 in the resident population.

The juvenile arrest rate for robbery declined 30% between 1980 and 1988.

The juvenile arrest rate for robbery increased 70% between the low year of 1988 and the peak years of 1994 and 1995, to a level 19% above the 1980 rate.

Between the peak years and 2000, the juvenile arrest rate for robbery declined substantially (57%), falling to its lowest level in two decades.

Adapted from: Snyder, H. (2002). *Juvenile Arrests 2000* [Forthcoming]. Washington, D.C. Office of Juvenile Justice and Delinquency Prevention.

Internet Citation: OJJDP Statistical Briefing Book. Online.

Available: http://ojjdp.ncjrs.org/ojstatbb/asp/JAR_Display.asp?ID=qa2204012002. January 20, 2002.

Data Source: Arrest data for 1980–1997 from unpublished data from the Federal Bureau of Investigation and for 1998, 1999, and 2000 from [Crime in the United States](#) reports. Washington, DC: U.S. Government Printing Office, 1999, 2000, and 2001, respectively.

The juvenile arrest rate for forcible rape in 2000 was at its lowest level in at least two decades.

Juvenile Arrest Rates for Forcible Rape, 1980-2000

Note: Rates are arrests of persons ages 10–17 per 100,000 persons ages 10–17 in the resident population.

The juvenile arrest rate for forcible rape generally increased from 1980 through 1991. During these years the rate increased 44%.

By 2000, the juvenile arrest rate for forcible rape was 13% below the 1980 rate.

Adapted from: Snyder, H. (2002). *Juvenile Arrests 2000* [Forthcoming]. Washington, D.C. Office of Juvenile Justice and Delinquency Prevention.

Internet Citation: OJJDP Statistical Briefing Book. Online.

Available: http://ojjdp.ncjrs.org/ojstatbb/asp/JAR_Display.asp?ID=qa2203012002. January 20, 2002.

Data Source: Arrest data for 1980–1997 from unpublished data from the Federal Bureau of Investigation and for 1998, 1999, and 2000 from [Crime in the United States](#) reports. Washington, DC: U.S. Government Printing Office, 1999, 2000, and 2001, respectively.

Population data from the U.S. Bureau of the Census, *U.S. Population Estimates, by Age, Sex, Race, and Hispanic Origin: 1980-1999 (With Short-term Projection to Dates in 2000)* [machine-readable data files available [online](#), released April 11, 2000].

The juvenile arrest rate for all offenses reached its highest level in the last two decades in 1996, and then declined 23% by 2000.

Juvenile Arrest Rates for All Crimes, 1980-2000



Note: Rates are arrests of persons ages 10–17 per 100,000 persons ages 10–17 in the resident population.

In 2000, there were 7,327 arrests for every 100,000 youths ages 10 through 17 in the United States.

The overall juvenile arrest rate was lower in 2000 than in 1980.

Adapted from: Snyder, H. (2002). *Juvenile Arrests 2000* [Forthcoming]. Washington, D.C. Office of Juvenile Justice and Delinquency Prevention.

Internet Citation: OJJDP Statistical Briefing Book. Online.
 Available: http://ojjdp.ncjrs.org/ojstatbb/asp/JAR_Display.asp?ID=qa2200012002. January 20, 2002.

Data Source: Arrest data for 1980–1997 from unpublished data from the Federal Bureau of Investigation and for 1998, 1999, and 2000 from [Crime in the United States](#) reports. Washington, DC: U.S. Government Printing Office, 1999, 2000, and 2001, respectively.

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What is SHOCAP?

Six to eight percent of male juveniles account for approximately 60% of the serious crimes committed by juveniles

Serious Habitual Offender Comprehensive Action Program (**SHOCAP**) is a comprehensive and cooperative case management process that enables the juvenile justice system to focus informed additional attention on youth who repeatedly commit serious crimes.

SHOCAP Focuses Particular Attention On:

- Providing relevant and complete case information for more informed dispositional and sentencing decisions;
- Avoiding duplication of and filling gaps in services;
- Planning for and supporting reintegration into family and/or community (where there is removal);
- Preventing juvenile recidivism and graduation to the adult criminal justice system;
- Developing individualized case management plans to monitor, supervise and intervene in delinquent behavior;

SHOCAP brings together law enforcement, schools, juvenile corrections, and community partners to utilize all available resources to enable youth to become productive citizens.

The SHOCAP Concept

- Its foundation comes from the past
- There can be and are successful alternatives to incarceration
- Alternatives to incarceration must be an organized and directed community approach
- Agencies can and must cooperate.
- Children can change

What is SHOCAP? **Program Components**

Program Management

- *Goal(s) and Objectives* - As was said earlier, the Serious Habitual Offender Comprehensive Action Program (SHOCAP) is a comprehensive and cooperative case management process that enables the juvenile justice system to focus informed additional attention on youth who repeatedly commit serious crimes. The primary mission may be stated somewhat differently in each community represented but it usually reflects that SHOCAP is intended to hold SHO accountable for their actions and to ensure the safety of the public. Secondly, the program assists these youths and their families. SHOCAP has four main goals:
 - To provide a structured, coordinated juvenile justice system focus on habitual juvenile offenders.
 - To establish specific juvenile justice policies that enhance the effectiveness of system procedures for handling habitual juvenile offenders.
 - To promote public safety by identifying, tracking, arresting, and prosecuting the most violent habitual juvenile offenders.
 - To identify pre-Serious Habitual Offender (pre-SHO) juveniles and provide early intervention services designed to prevent these juveniles' development into SHO's.

- *Memorandums of Understanding (MOU)* – Is a written agreement, signed by all members of the jurisdictional team, outlining the parameters of the authorization of a SHOCAP and which enables the partners to use the system more effectively to respond to serious juvenile crime. The purpose of the MOU is to commit the community partners and agencies they represent to the development and implementation of similar networking processes at the operational level among participating agencies in SHOCAP. This process will involve the coordination and promotion of effective communication, information sharing and effective responses to the public safety and rehabilitation needs of citizens in the jurisdiction. It also commits member agencies to ensure that roles and responsibilities are met.

- *Definition of Serious Habitual Offender* – Each community must determine what a SHO is within their community. As communities' dynamics vary, so do the parameters of the serious habitual offenders. It is up to the community partners to determine exactly what constitutes the SHO.

- *Roles and Responsibilities of Partner Agencies* – SHOCAP is a post-adjudication process, however it does enable juvenile-related agencies to share necessary information concerning juveniles who have met the criteria. All SHOCAP agencies

contribute the program individually and as a team. Each agency has a role in three specific areas:

- Case management for SHO records which entails building complete case records on serious juvenile offenders from all SHOCAP agencies, updating these records, and communicating case information to those who need to know.
 - Information management among SHOCAP agencies is used to maintain a consistent link and flow of case information among themselves.
 - Community control of SHO's is each juvenile justice agency is represented by the activities that each agency is responsible for in monitoring SHO activity, appropriate placement of SHO's and controlling SHO behavior.
- *Program Evaluation* – The SHOCAP program must be continually evaluated to determine its effectiveness. This evaluation examines the impacts on the SHO, the intra/interagency SHOCAP policy and procedure and the effectiveness of the interagency cooperation.
 - *Media Relations* – the media needs to be involved in a positive approach to the SHOCAP. Early involvement by the media is encouraged to help the program in its initial attempt to generate a positive atmosphere surrounding the program. This will also allow the community partners and the media to begin/continue to build a positive support system.
 - *Committee Structure/Documentation/Info Sharing & Distribution* – Once a SHOCAP is established through the action of a local governing body, then a SHOCAP committee must be established. The committee shall be comprised of representatives from local law enforcement, schools, prosecuting attorney, court services, juvenile detention centers, mental & medical health agencies, state and local children and family service agencies, and the Department of Juvenile Justice. The members shall represent those within their agency who are direct services providers to the identified SHO. The committee shall identify the lead agency which will serve as primary coordinator for the implementation of the program. This multi-jurisdictional committee shall determine representation from each agency of the committee. A SHOCAP committee may share information with any other SHOCAP committee from any other jurisdiction which has been established and meets the specified qualifications.
 - *Resource Development* – Resources for the SHOCAP are a shared commitment of the jurisdictional partners. While SHOCAP has a nominal cost factor, it is important that the community provide each other with information and referrals to resource providers.
 - *Meetings* – The multi-jurisdictional team will need to meet on a regular basis for the implementation process to move forward. This facilitated meeting will consist of the team developing the foundational aspects of the SHOCAP and outlining the

Case Management - Case management for SHO records which entails building complete case records on serious juvenile offenders from all SHOCAP agencies, updating these records, and communicating case information to those who need to know.

- *Assessing Resource Needs* – an ongoing assessment should be conducted on the SHOCAP program to determine what resources are required and which community member can share that resource. While it is realized that some partners may absorb the bulk of resources shared, all have an important role and all have something to share.
- *Identifying/Linking to Need* - A process is also required to identify the resource need and to determine how best to link to it.
- *Data Collection and Analysis* – entails the establishment of a database of SHO from participating agencies. This includes obtaining information such as arrest figures, crime rates, and juvenile files from all agencies in the system. Determining the quality of the information needed and determining the mechanisms for regular and consistent collection of information from agencies in the system. Analysis of the database from which criteria for qualifying as a SHO can be developed as well as a process for early identification of SHO's.
- *Selection Criteria* – Directly related to *Definition of Serious Habitual Offender*, communities must determine exactly what criteria makes up a SHO. This will aid the committee in correctly targeting the correct individuals for the SHOCAP. The parameters need to be written out and agreed to by the committee members.
 - *DMC/Racial Profiling* - For more than a decade, the Office of Juvenile Justice and Delinquency Prevention (OJJDP) has been a leader in efforts to reduce the overrepresentation of minority youth in the Nation's juvenile justice system. Disproportionate Minority Confinement (DMC), or the overrepresentation of minority youth in juvenile detention and correctional facilities, is the most visible manifestation of this problem, which occurs at all points in the juvenile justice process. Concerned with this issue, SHOCAP looks at DMC or racial profiling to ensure that race doesn't fall into the selection criteria.
 - 1988 amendments to the Juvenile Justice and Delinquency Prevention (JJDP) Act require States participating in OJJDP's Formula Grants Program to make efforts to reduce the proportion of minority youth in secure facilities if that proportion exceeds the proportion the minority represents in the general population. As part of this requirement, States must identify the extent to which DMC exists, assess the reasons for DMC if it exists, and intervene to reduce DMC. In 1992, addressing DMC was elevated to a core requirement of the JJDP Act, with States that fail to demonstrate efforts to

reduce the overrepresentation of minority youth in confinement at risk of not receiving 25 percent of their annual Formula Grants allocation.

- *JIS Management* - A key component of the SHOCAP is the informational sharing that is done between the community partners. By sharing information from a variety of fields can strengthen partnerships between agencies which are already engaged with each other in addressing common issues related to juveniles and make more informed, proper decisions regarding juveniles possible.
 - *Access to File* - To ensure that SHOCAP is supported a high-quality information system must be in place and must include the community partners. Policies and procedures need to be developed necessary for gathering and sharing information in a secure and confidential manner. This may take several steps but is vital to the program.
 - *Confidentiality* – While confidentiality is a legitimate concern in most cases that are no legal barriers to sharing information. Rather it is the policies associated with these laws or a narrow interpretation of the laws or policies, or a lack of policies and procedures at the agency level which have been used to inhibit the sharing of information. Each participant in the jurisdictional community must be aware of the ways in which they are legally allowed to share information.
- When following up on JIS management you need to ask these questions:
 - What information needs to be shared?
 - Who has the information?
 - What barriers exist to sharing?
 - What benefit can be gained from the information?
- *Reporting Out* -
 - Case Management/Staffing -
 - Meetings

Collaboration/Partnership Building

- *Community Outreach* – Many municipalities have implemented community outreach programs aimed at increasing the assistance for public safety, education, mental health and health services. SHOCAP also explores resources from the community.
- *Knowledge of Existing Resources* – Community partners must be aware of all the services and resources that the partners can provide. This is to ensure that resources are correctly provided and not wasted through service duplication.
- *Monitoring Capability*
 - *Using Shared Resources* – A complete inventory of the range and type of services/resources provided by each agency at each level of custody or control should be taken. Strategies should be developed which ensure that the SHO receive the proper services and that this information is communicated to all partners so that the service isn't duplicated.
- *COPS* - The purpose of Community Oriented Policing is, simply stated, to make the Police Department and Police Officers as efficient as we possibly can be within a legal and ethical framework. Community Oriented Policing is built on the premise that the Police Officers are much more efficient when they know what they are looking for, as opposed to driving aimlessly about hoping to stumble upon a criminal act or waiting to be called after the fact. We gain this knowledge by talking to persons who have such knowledge, including school officials, students, citizen's groups, business owners or employees, as well as those suspected of or convicted of crime. This communication occurs when the civilian who has the information both knows and trusts the officer and is confident the officer will help and will act appropriately on the information. This trust is further built through the rapport that develops naturally between the citizen and the single Police Officer; it will not develop if the person who has the information is required to share it with an endless parade of uniformed strangers. In essence, Community Oriented Policing is a matter of giving people what they deserve. The innocent deserve the highest level of protection we can give. They also have the right to feel secure, and this may be as important as actually being secure. The guilty, on the other hand, must feel that criminal acts will be discovered and prosecuted, or at the very least they will become an object of our unremitting attention. This endeavor depends on the cooperation of the citizenry and will succeed or fail based on the effort, industry, imagination, and social skills of the person who actually does the work. SHOCAP reinforces this concept and community partners make every effort to invoke a positive image of the program.

Teams

- *Selection* – The committee members shall represent those within their agency who are direct service providers to the identified juveniles. Members do not have to have the highest position within their agency but must be in a position of authority which will allow them to share information and actively participate in the community team.
- *Training* – Community team members need to be trained in the aspects of SHOCAP, their role in the program, and their role as it applies to the SHO.
- *Development* – Each participant will share information regarding the SHO to the other team members. Development of internal policies and procedures are required to establish guidelines regarding the presence and needs of the SHO's.
- *Sustainability* – A Memorandum of Understanding will assist in outlining the commitment to the team and the responsibilities of each.

Potential Benefits of SHOCAP

To Agencies:

To Community:

To Offenders and Families:

The SHOCAP Team

PERFORMANCE OBJECTIVES

In this module, participants will:

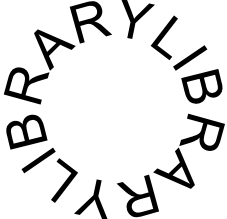
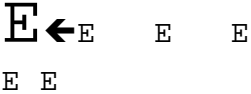

- Determine the roles and responsibilities of the community team;
- Conduct a community partnership analysis and establish the combined community teams assets;
- When given a case study, determine how cross-agency cooperation can impact the effectiveness of SHO management;
- Facilitate through the dynamics of the community partnership, according to the information in this module.

ACTIVITIES

Brain Teaser #1 _____	28
Brain Teaser #2 _____	29
Travis: School Records _____	30
Travis: Child Protective Services File _____	31
Travis: Law Enforcement Record _____	32
Travis: Court Files _____	34
Who Are You And What Do You Do? _____	35
Facilitation – Preparing For a Meeting _____	36
The Role of The Facilitator _____	37
Making Decisions _____	38
The Problem-Solving Process _____	38
Facilitation – Working With Ideas _____	39
Memorandums of Understanding _____	42
Sample MOU’s _____	43
Sample Roles and Responsibilities _____	83
Roles and Responsibilities Worksheet _____	87

Brain Teaser #1

Directions: Each block represents a saying or well-known phrase.
Please write your answers on the back of the page.

<p>1</p> <p>SEARCH</p> <p>AND</p>	<p>2</p> 	<p>3</p> <p>OHOLENE</p>	<p>4</p> <p>RAILROAD</p>
<p>5</p> <p>END</p> <p>END</p>	<p>6</p> <p>1 at 3:46</p>	<p>7</p> <p>000 circus</p>	<p>8</p> <p>HOROOMTEL MOROOMTEL INN</p>
<p>9</p> <p>BREED</p> <p>BREED BREED BREED</p>	<p>10</p> 	<p>11</p> <p>The Market</p>	<p>12</p> <p>THE END</p>
<p>13</p> <p>LA†</p>	<p>14</p> <p>T O E A R T H</p>	<p>15</p> 	<p>16</p> <p>STEP</p> <p>STEP STEP STEP</p>

Brain Teaser #2

Directions: Each block represents a saying or well-known phrase. Please write your Answers on the back of the page.

1 FORGOTTE	2 JIG	3 GRFOOTAVE	4 That
5 0 TV	6 TIMING TIM ING	7 YYY MEN	8 0 SILVER
9 BRETH	10 MOMANON	11 N O T T U B <u>YOUR</u> COAT	12 HER ROPE SHE
13 OPERATOR C C C C C C C C C C C C C C C	14 YOU JUST ME	15 SKIING	16 HISTORY HISTORY HISTORY

(Answers in Appendix)

Travis: School Records

6 years of age

- September 5, 1979 Subject enrolled in Roosevelt Elementary School- Kindergarten.
November 4, 1980 Subject transferred to Pettit Park Elementary School- First grade.

7 years of age

- January 22, 1981 Subject transferred to Lincoln Elementary School.
September 1981 Subject enrolled in Petit Park Elementary School- Retained in First Grade.
February, 1982 Subject transferred to Sycamore School.

8 years of age

- October 4, 1982 Subject enrolled in Lincoln Elementary School.

9 years of age

- August 1984 Subject enrolled in Sycamore School, Grade 4. Subject tested for placement in Special Education, was placed in a Mentally Handicapped Class.

10 years of age

- October 10, 1984 Subject transferred to Bon Air School.
February 6, 1985 Subject transferred to Darrough Chapel School.

12 years of age

- February 10, 1987 Subject withdrawn from Sycamore School. Moved to Columbus, Indiana with father and step-mother.
April 28, 1987 Subject enrolled in Sycamore School.

14 years of age

- September 1989 Subject enrolled in Kokomo High School 9th grade.

Travis: Child Protective Services File

6 years

January 24, 1979 Subject's mother was reported to welfare – children started a fire in home and home filthy with feces on floors.

March 1, 1979 Subject returned to father's home. Wardship terminated.

9 years of age

April 12, 1984 Subject's father was reported to welfare for performing oral sex on step-son.

16 years of age

March 1, 1989 Subject involved in institutional child abuse. (Subject, age 16, masturbated an 18 year old male at Indiana Boys School).

April 20, 1989 Subject involved in reported institutional child abuse.
Subject performed oral/genital sex on fellow resident at Indiana Boys School.

April 21, 1989 Subject reported to state welfare investigator that his father would fondle his genitals at ages 3 and 4.

Travis: Law Enforcement Record

6 years of age

June 19, 1979 Subject's father arrested for Check Fraud.

7 years of age

August, 1980 Subject arrested for Arson/Mischief.

8 years of age

September 21, 1981 Subject arrested for Theft.

9 years of age

April 27, 1983 Subject arrested for Mischief.

November 2, 1984 Subject's father was arrested for Child Molest and Incest.

10 years of age

April 18, 1985 Subject arrested for Arson-Mischief.

April 26, 1985 Subject arrested for Mischief.

11 years of age

February 2, 1986 Subject arrested for two counts of Arson.

May 11, 1986 Subject arrested for Possession of Marijuana while in Shelter Care.

September 24, 1986 Subject's brother "A" arrested for Burglary.

12 years of age

December 5, 1986 Subject arrested for two counts of Theft.

April 24, 1987 Subject committed Burglary and Theft in Columbus, Indiana. Transported to Kokomo by Sheriff's Department.

May 7, 1987 Subject arrested for escape.

July 31, 1987 Subject's father arrested for another criminal offense.

Law Enforcement (continued)

August 15, 1987 Subject arrested for Theft.

13 years of age

November 15, 1987 Subject arrested for Burglary

November 24, 1987 Subject arrested for False Informing.

February 21, 1988 Subject arrested for Attempted Theft.

August 5, 1988 Subject's brother "A" arrested for Conversion.

August 16, 1988 Subject's brother "A" arrested for Conversion.

October 6, 1988 Subject's brother "B" arrested for Theft.

14 years of age

December 5, 1988 Subject's brother "A" arrested for Theft.

December 23, 1988 Subject's brother "A" arrested for Conversion.

January 24, 1989 Subject's brother "A" arrested for Arson and Theft.

Travis: Court Files

11 years of age

February 2, 1986 Subject arrested for two counts of Arson. Subject detained in Shelter Care.

February 3, 1986 Subject released to mother at detention hearing.

April 28, 1986 Subject failed to appear for Initial Hearing. Pick-up order issued.

May 5, 1986 Subject placed in Shelter Care.

May 11, 1986 Subject arrested for Possession of Marijuana while in Shelter Care. Transferred to Howard County Jail.

May 12, 1986 Subject released to father at detention hearing.

12 years of age

December 5, 1986 Subject arrested for two counts of Theft. Subject placed in Shelter Care.

April 24, 1987 Subject committed Burglary and Theft in Columbus, Indiana. Transported to Kokomo by Sheriff's Department. Subject was placed in Shelter Care.

13 years of age

November 15, 1987 Subject arrested for Burglary – was placed on Home Detention

14 years of age

October 6, 1988 Subject arrested for Arson, Arson/Mischief, Burglary and Trespass. Subject detained in jail.

November 9, 1988 Subject committed to Indiana Boys School.

November 23, 1988 Subject's father released from Prison.

February 9, 1989 Subject's brother "A" placed at residential institution.

July 14, 1989 Subject paroled from Indiana Boys School.

Who Are You And What Do You Do?

Instructions:

Phase 1

Working with your partner(s) complete the following:

- First introduce yourselves to each other;
- Next discuss your current position, job, and background;
- Discuss your agency's goals and philosophies as they apply to the SHO: and,
- Identify at least three (3) ways to improve cooperation between their two agencies and the other community partners. Chart this information on an easel pad.

You will have 20 minutes to complete this phase of the assignment.

Phase 2

In your new group complete the following:

- First introduce yourselves to each other;
- Summarize the current position, job, and background of the initial group;
- Summarize, from the first group, the agency's goals and philosophies as they apply to the SHO: and,
- Identify at least three (3) ways to improve cooperation between these agencies and the other community partners. Combine this information on to one easel pad.

You will have 20 minutes to complete phase 2.

Phase 3

In the final phase repeat the process from the prior phase, combining the cooperation improvements on to one easel chart and be prepared to have a spokesperson ready to present the information. You will have 20 minutes to complete this phase of the assignment.

Facilitation - Preparing For a Meeting

Purpose: This means determining what needs to be accomplished. Each meeting should have a focus or a purpose to avoid wasting your own and others' time. The purpose should be announced when members are notified of the meeting so they can be prepared to participate. Or the group can decide on the purpose for its next meeting when the date and time are established.

Agenda: This should reflect specific steps or tasks to be accomplished and should include the name of the person who will present that item and an approximate time that will be spent on that item during the meeting. The number and items should be reasonable or everyone will be frustrated. Asking the group members ahead of time to contribute to the agenda provide a sense of ownership and responsibility for the group's work.

Logistics: Are sometimes forgotten about but are an important aspect of a meeting. Reserve a meeting room, decide if refreshments are necessary and arrange for them, make sure that the room is set up for everyone's comfort and ability to see, make sure that the equipment needed for the meeting is available and make sure that if handouts are required there are enough for all.

The Role of The Facilitator

Agenda – While we have mentioned the agenda, it will be your job to prepare the agenda and process to follow.

Introductions – Make sure the group knows your name and the roles you and your recorder will play. Take time to have all participants introduce themselves, this is especially important if you have new members or guests present.

Be positive - You serve as a positive force in the group, setting the tone so that the very best solution can be found. You must resolve any doubts you have about any issue the group will be discussing so you can leave your own negativity behind.

Remain neutral – You must remain neutral during the meeting because your role is to facilitate the group's process. If you have valuable ideas or opinions that are essential to the discussion, add your input after they give theirs.

Keep the focus – Keep the members' focus on the task, problem or issues.

Encourage participation – Encourage participation by all group members by monitoring excessive talkers and encouraging the quieter members. Confront problem behaviors that interfere with the groups' process.

Protect ideas – Always protect individuals and their ideas from attack by other members of the group. This is a ground rule that everyone is asked to follow.

Do not evaluate – Do not evaluate the ideas that are suggested. Instead, encourage contributors to explain the background behind their ideas.

Work with a recorder – You will be busy facilitating, so have someone else record during the meeting and use the information to prepare a group memo.

Making Decisions

The following are questions that a facilitator can ask a group to help them make decisions:

- What are you going to decide?
- Who will make the decision?
- What criteria will you use to make your decision?
- Who is affected by your decision?
- When must you make your decision?
- What tool will you use to make your decision?
- What is your decision this time?

The Problem-Solving Process

- Accurately describe the problem itself;
- Gather information – both facts and opinions;
- Describe what would happen if things were going well;
- Brainstorm ideas for solving the problem;
- Set criteria for selecting a solution and put them in priority order by which is most important;
- Assess the ideas against the criteria;
- Pick the best solution and make a plan for implementing it.

Facilitation - Working With Ideas

Brainstorming

Used to establish a common method for a team to creatively and effectively generate a high volume of ideas on any topic by creating a process that is free of criticism and judgment.

This technique:

- Encourages open thinking when a team is stuck in “same old way” thinking
- Gets all team members involved and enthusiastic so that a few people don’t dominate the whole group
- Allows team members to build on each other’s creativity while staying focused on their joint mission

There are two major methods for brainstorming:

Structured:

The central brainstorming question is stated, agreed on, and written down for everyone to see. (Be sure everyone understands the question, issue or problem. Check by asking two members to stated their understanding.)

Each team member, in turn, gives an idea. No idea is criticized. A rotation method is used to ensure that all team members have an opportunity to voice their idea. This encourages all to share but also may increase anxiety of shy team.

Chart the ideas on an easel pad as they are generated. Make sure that the ideas are written in the same words as the speaker.

<p><i>Ideas are generated in turn until all ideas have been exhausted. Team members may pass once they have provided all their ideas. Time frame is normally 15 to 20 minutes.</i></p>
--

Review the written list of ideas for clarity and to discard any duplicates. Discard only virtually identical ideas. Subtle differences are often important.

Unstructured:

The process is the same as in the structured method except that ideas are given by everyone at any time. There is no need to pass since ideas are not solicited from every member.

Affinity Diagram

This technique allows the team to creatively generate a large number of ideas/issues and then organize and summarize natural groupings among them to understand the essence of a problem and breakthrough solutions.

This technique:

- Encourages creativity by everyone on the team at all phases of the process
- Breaks down communication barriers
- Allows breakthroughs to occur regardless of longstanding issues
- Encourages ownership of results
- Overcomes stagnant teams by introducing a interactive technique that allows all members of the team to become involved regardless of opinions and lack of consensus

This technique works by:

Writing the issue under discussion into a full sentence. The sentence should be developed in consensus as to the choice of words. It may be neutral but positive, negative and solution oriented questions also work.

Brainstorm at least 20 ideas or issues that relate to the sentence. They should be written on a card that will be visible 4-6 feet away. Use at a minimum a noun and a verb. Four to seven words work well but avoid using a single word.

Place these Ideas/issues on a blank wall, underneath the issue sentence. Allow room under the ideas/issues for participant to place post-it notes. (Participants commonly place 40 to 60 ideas on post-it notes but 100 to 200 are not uncommon.)

Without talking, have the participants writ their ideas simultaneously on post-it notes and place them on the wall.

- *Once all the ideas are posted, have the group sort these ideas under the “brainstormed idea” that best fits the post-it note idea. This is done by individual preference. Team members shouldn’t ask or talk but simply move the post-it note where they feel it would work best.*
- *Sorting will slow or stop when each person feels comfortable with the grouping.*

***Note:** Silence is a key as it allows the team member to express themselves without being overwhelmed by a stronger personality. Ideas often move back and forth but this is normal in the process and is necessary as team members sort out a logical connection. It is okay for some notes to stand alone.*

Once team members are satisfied of the note placement, a summary or header card should be developed for each grouping.

- *A word or phrase that captures the central idea of each grouping can be used. These are draft header cards and should be developed by the team members.*
- *For each grouping, agree on a concise sentence that combines the grouping’s central idea and what all of the specific Post-it notes add to that idea. Record it and replace the draft version.*

- *Divide large groupings into subgroups as needed and create appropriate subheaders.*

Note: Spend extra time needed to do solid header cards. Strive to capture the essence of **all** the ideas in each grouping. Shortcuts here can greatly reduce the effectiveness of the final Affinity Diagram.

Prioritization Matrices

This technique allows teams to narrow down options through a systematic approach of comparing choices by selecting, weighting and applying criteria. Typically this is used when options have been selected but the priority of use or order of importance can not be determined through facilitation.

This technique:

- Offers quick resolution to basic disagreements
- Forces teams to focus on the best thing(s) to do and not everything they could do
- Limits hidden agendas
- Increases the chance for follow through because of consensus
- Reduces the chances of someone selecting a “pet project”

This technique works by:

Using an easel pad, draw a matrix box. This box should have a header which relates the issue that was agreed on by all the team members. The matrix should reflect all the ideas or options that the team members have agreed upon. These options should be listed down one side of the matrix allowing a line for each option. Should the matrix be too large for an easel pad, then chart paper should be attached to a wall until an area is large enough to create the matrix. **Note:** Paper should be double thick to prevent marker bleed through.

The matrix is then divided into columns based on the number of team members. This should form a multi-celled table with the options down the side. Each team member is then given an alphanumeric letter, which is placed at the top of one of the matrix columns.

Once the table is complete team members are asked to assign a numerical value to the options. This value will depend on the number of options but the number one should always represent the most favored option and the others are listed in descending order. Once all team members have assigned a value to the options they should take a marker and place that value next to the option, under their alphanumeric letter. Once all team members have completed this task, the facilitator should tabulate the rows across the matrix and rank the options based on the lowest value reflecting the highest placement.

Memorandums of Understanding

This letter of commitment identifies which agencies will be involved and specifies that these parties and their agencies will work in cooperation with the members of the SHOCAP to coordinate and promote:

- Effective communication;
- Information sharing;
- Effective responses to public safety; and
- The rehabilitative needs of the SHO.

Sample MOU's

INTERAGENCY AGREEMENT

SHOCAP

CHARLOTTE COUNTY, FLORIDA

Sponsored by the Office of Juvenile Justice and Delinquency Planning, Department of Justice,
Washington, DC

“An interagency program for serious and/or habitual juvenile offenders.”

1. DEFINITION

SHOCAP stands for “Serious Habitual Offender Comprehensive Action Program”, and like its predecessors, is based upon the basic premises and principles of the “Integrated Criminal Apprehension Program” (ICAP). ICAP’s organizational development process provided a systematic approach to data gathering, analysis, planning and integration of law enforcement activities. SHOCAP is a comprehensive and cooperative information and case management process for law enforcement, prosecutors, school, probation, corrections, and social and community after-care services.

2. FOCUS

SHOCAP attempts to end the frustration and inability to handle these youths appropriately, through a well-coordinated interagency approach. The SHOCAP process encourages agencies in the Juvenile Justice system to work together on serious and violent juvenile offender issues. Through coordination and regular sharing of information, juvenile justice agencies are able to put together more comprehensive case histories, and therefore, are able to make more informed decisions and recommendations regarding chronic juvenile offenders. By virtue of their criminal behavior, these youths have earned the unique distinction of being serious habitual offenders, because of the frequency and seriousness of their offenses. Early and continual monitoring of these SHOs is a keystone to this program’s success. This will assure that all serious habitual juvenile offenders receive the timely and appropriate attention which is warranted based upon their past criminal actions.

A. Mission Statement

To reduce crime committed by serious habitual juvenile offenders.

B. Goals and Objectives of SHOCAP Charlotte County

SHOCAP – Charlotte County agrees to work toward the following goals and objectives:

- 1) Dispositional Policies:
 - a. Serious juvenile offenders (SHOs) should be held accountable for their criminal behaviors by the courts.
 - b. Individualized treatment should be considered for every SHO.
 - c. Rehabilitation should be a goal of the Juvenile Justice System.
 - d. Background investigations should be used in determining the individualized treatment needs of SHOs.
- 2) Causes and Prevention:
 - a. Families should be strengthened to reduce delinquency of SHO.
 - b. Close liaison should be maintained between the courts, schools, law enforcement agencies, Department of Juvenile Justice, Health and Human Services, and prosecutors, regarding information exchange on SHOs.
 - c. Business and industry should be approached to provide job training and jobs for SHOs, or to fund specialized programs.
- 3) Information Sharing:

Florida Statutes, Chapter 39.0585, 39.045(50 and 39.411) provide guidelines for the sharing of confidential information on juveniles. The Interagency members of SHOCAP-Charlotte County agree to fully cooperate by developing an information system and individual agency policies to facilitate the exchange of pertinent information as allowed by existing laws. FERPA allows the sharing of information.
- 4) Confidential:

The members of SHOCAP-Charlotte recognize that information, when used properly, can create a safer community environment as well as promote a better future for the child. We agree to manage all juvenile information with integrity, to maintain confidentiality, and to assure appropriate information management within our respective agencies. We believe that the multi-agency approach of sharing ideas, information, and resources has a greater chance of success than does each agency working independently to provide service delivery.
- 5) Programs:

Should programs be developed, they should provide adequate public protection, and encourage strengthening families.

6) Resources:

On-going training should be provided for SHOCAP staff.

C. Duties of the Interagency Work Group

The Charlotte County Sheriff's Office has been selected as the SHOCAP host site. The other interagency members of SHOCAP-Charlotte County are the State of Florida, Department of Juvenile Justice, The Charlotte County Schools, Charlotte County Clerk of the Court, Punta Gorda Police Department, State Attorney's Office for the twentieth Judicial Circuit, Charlotte County Juvenile Justice Council, and the Public Defender's Office. The Interagency Work Group (IAWG) agrees to work toward accomplishing previously mentioned goals and objectives. The SHOCAP Interagency Work Group of Charlotte County agrees to perform the following specific duties, along with other duties, legal, and necessary, to implement the program.

WITNESSETH:

WHEREAS, all parties are committed to providing appropriate programs and services to prevent children from becoming at risk and intervene with children already involved in the juvenile justice system; and

WHEREAS, the parties to this agreement desire a maximum degree of long range cooperation and administration planning in order to provide for the safety and security of the community and its children; and

WHEREAS, all parties are committed to improving services to children in the juvenile justice system through sharing information, eliminating duplication of services and coordinating efforts; and

WHEREAS, all parties mutually agree that sharing resources, where feasible, and in particular, training efforts, may result in improved coordination; and

WHEREAS, it is the understanding by all parties that certain roles in serving children and youth are required by law, and that these laws shall serve as the foundation for defining the role and responsibility of each participating agency; and

WHEREAS, all parties mutually agree that all obligations stated or implied in this agreement shall be interpreted in light of, and consistent with the governing state and federal laws and regulations;

NOW THEREFORE, in consideration of the foregoing, the parties do hereby covenant and agree to the following.

1. Promote a coordinated effort among agencies and staff to achieve maximum public safety with the goal of reducing juvenile crime.
2. Participate in interagency planning meetings, as appropriate.
3. Assign staff, as appropriate, to participate in consolidated case management system, re-entry into school of children returning from detention or commitment program, and other information sharing activities to assess and develop plans for at-risk youth and those involved in the juvenile justice system.
4. Participate in the planning and implementation of a juvenile assessment, receiving and truancy center to the extent feasible for each party.
5. Jointly plan, or provide information and access to training opportunities, when feasible.
6. Develop internal policies and cooperative procedures, as needed, to implement this agreement to the maximum extent possible.
7. Comply with S. 943.0525, 943.054, 119.041, CFR part 205.50 and 42, CFR, Chapter 1, and other applicable rules and statutes which relate to records use, security, dissemination, and retention/destruction. Maintain confidentiality of information as provided by law.

THE CHARLOTTE COUNTY SHERIFF'S OFFICE AGREES TO:

1. Immediately provide notification to the Superintendent of The Charlotte County Public Schools, or his designee, of juveniles who have been identified as SHOs and SHOCAPS, within the Charlotte County educational jurisdiction arrested for crimes of violence or violations of law which would be a felony if committed by an adult. (S. 39.045(11). S. 39.037(1)(b), F.S.)
2. Provide Florida summary criminal history information to the Superintendent or his designee(s), upon request, regarding juveniles who have been identified as SHOs who are students enrolled in or about to be enrolled in the Charlotte County Educational System when necessary for assessment, placement, or security of persons or property. Establish and forward to school districts, procedures for receiving and processing such requests. (S. 39.045(5), F.S.)
3. Ensure that confidential information disseminated carries an appropriate warning, regarding the reliability, confidentiality and control of further dissemination (F.D.L.E. CJIS/User Agreement)

4. Provide technical assistance, education support services and resource officers as provided through contracts and other agreements.
5. Develop policies and procedures that will reflect that the Sheriff or designee(s) shall cause the appropriate school based administrator to be notified in a timely manner of incidents of arrest involving students where there is a possibility of on-going violence, victimization, or school disruption at the school site.
6. Upon written request, provide information to the School Superintendent or designee on those students who meet the definition under S.874.03(2), F.S., as a criminal street gang member.
7. Serve as an active participant on the Charlotte County Juvenile Justice Council. (S.39.025(5), F.S.)

STATE OF FLORIDA DEPARTMENT OF JUVENILE JUSTICE AGREES TO:

1. Notify the Sheriff, Police Chief and Superintendent of Schools, or designee(s), immediately upon learning of the relocation of a juvenile offender into, or out of, or within Charlotte County, who has been adjudicated or had an adjudication withheld for a violent misdemeanor or violent felony. (S. 39.0585(2)(b), F.S.)
2. Share disposition, placement and case management information with law enforcement and the school district for the purposes of assessment, placement and enhanced supervision of juveniles referred to the Department of Juvenile Justice. (S. 39.045(5), F.S.)
3. Provide notice to the Superintendent of Schools, or his designee, immediately upon initiation of planning efforts with private non-profit entities or government entities, including the Department of Juvenile Justice, which would result in the location, relocation or expansion of youth service programs and which may impact the school district.
4. Develop, in cooperation with Charlotte County Public Schools and law enforcement, and local service providers, a written interagency plan to determine the procedures to take when a child is identified as being truant from school.
5. Provide technical assistance and resource personnel as provided through contracts and other agreements.
6. Serve as an active participant on the Charlotte County Juvenile Justice Council. (F.S.39.025(5))

THE STATE ATTORNEY'S OFFICE, TWENTIETH JUDICIAL CIRCUIT AGREES TO:

1. Notify the Superintendent of Schools when a child is formally charged with a felony, or with a delinquent act which would be a felony if committed by an adult, in a timely manner.
2. Agree to plea negotiate any felony to a misdemeanor on a juvenile identified as SHOCAP Youth only as a last resort to dismissing the case. If plea bargaining is to be used, the prosecutor will attempt to obtain as favorable a result as appears possible, given the nature of the evidence. When a certain number of counts are dismissed/reduced pursuant to the plea negotiations; the prosecutor, as a part of the bargain, will attempt to obtain a stipulation if it is supported by the dismissed/reduced counts, and that the only reason they are being dismissed/reduced is pursuant to the plea negotiations. A statement will be put on the record that since probable cause did exist in the dismissed/reduced counts, the prosecution retains the option of utilizing that information in subsequent proceedings, if any, to show the degree of danger to the community posed by the juvenile.

THE PUNTA GORDA POLICE DEPARTMENT AGREES TO:

1. Provide notification via the central repository for SHO information, CCSO to the Superintendent of Schools, or designee, of juveniles within the Charlotte County educational jurisdiction, who have been identified as serious habitual offender juveniles arrested for crimes of violence or violations of law which would be a felony if committed by an adult. (S.39.045(11), F.S., 39, 037(1)(b), F.S.)
2. Provide Florida summary criminal history information to the Superintendent or designee(s), upon request, regarding juveniles who are students enrolled in or about to be enrolled in The Charlotte County Public Schools educational system, who have been identified as SHOs, when necessary for assessment, placement or security of persons or property. Will establish, and forward to school districts, procedures for receiving and processing such requests. (S.39.045(5), F.S.) via the central repository for SHO information, CCSO.
3. Ensure that information disseminated carries an appropriate warning regarding the reliability, confidentiality and control of further dissemination. (F.D.L.E. CJIS/User Agreement)

4. Provide technical assistance, educational support services and resource officers, as provided through contracts and other agreements.
5. Develop policies to timely notify the appropriate school based administrator of incidents or arrests of students involved in on-going violence, victimization, or school disruption at the school site.
6. Upon written request, provide information to the School Superintendent or designee on those students who meet the statutory definition under S.874.03(2), F.S., as a criminal street gang member.

CHARLOTTE COUNTY SCHOOL DISTRICT AGREES TO:

1. Notify, within 24 hours, the child's school principal or designee, of juveniles arrested for crimes of violence or violation of law which would be a felony if committed by an adult, upon receipt of such information from the Sheriff's Office and/or Police Department. The principal or designee shall provide such information to personnel as the principal deems appropriate. (S. 39.045(11), F.S.; 2.39.037(1)(b), F.S.; Rule 6AER94-3, FAC)
2. Designate the contact person at each school to be responsible for receiving juvenile arrest information and inform all parties and the Superintendent's designee.
3. The Superintendent or designee shall request juvenile criminal history information for the purposes of assessments, placement or security of persons or property. (S.39.045(5), F.S.)
4. Identify authorized persons designated by the Superintendent to receive confidential criminal history information, and inform law enforcement representatives of the names of those individuals in writing. (S.39.045(5), F.S.)
5. Ensure that information obtained through the criminal history database is disseminated only to appropriate school personnel, and carries an appropriate warning regarding the reliability, confidentiality and control of further dissemination.
6. Share information on student achievement, behavioral and attendance history of juvenile offenders or juveniles at risk of becoming offenders for the purpose of assessment and treatment with parties to this agreement, as appropriate. (S.39.056(1)(b)(c)(d), F.S.; S.39.0585(b), F.S.)

7. Notify the law enforcement agency having jurisdiction when an adult or student commits any of the following offenses on school property, on school sponsored transportation, or at school sponsored activities: Homicide; Sexual Battery; Armed Robbery; Grand Theft; Aggravated Battery; Battery on a teacher or other school personnel; Kidnapping or abduction; Arson; Possession; use or possession of a controlled substance, use or sale of any firearm; or possession, use or sale of any explosive devise.
8. Enter into agreements for contracted juvenile justice educational programs with private non-profit providers or state or local governmental agencies contracted through the Department of Juvenile Justice, District 8, to an extent determined feasible by the Superintendent of Schools. (S.230.216, F.S.)
9. Serve as an active participant on the Charlotte County Juvenile Justice Council. (S.39.025(5), F.S.)

THE CHARLOTTE COUNTY CLERK OF THE COURT AGREES TO:

1. Notify the Superintendent, or designee, of the name of any student for which a petition for delinquency has been filed and who has been found to have committed a delinquent act or who has had adjudication withheld, if committed by an adult, would be a felony or the name and address of any student found guilty of a felony. Notification shall be within 48 hours (excluding weekends and holidays) and shall include the specific delinquent act found to have been committed or for which adjudication was withheld, or the specific felony for which the student was found guilty. (S.230.335.1b, F.S.)
 2. Identify youth who are in contempt of court due to violation of a court order on school attendance. (S.39.0145(5), F.S.)
 3. Share dispositional information with the Superintendent or his designee regarding juveniles who are students within the Charlotte County educational system for purposes of assessment, placement or security of persons and property.
 4. Serve as an active participant on the Charlotte County SHOCAP Interagency Working Group.
- D. The Interagency Work Group has decided initially to use the description of a serious habitual offender as outlined in Florida Statute 39.01:
“Serious habitual juvenile offender” for purposes of commitment to a residential facility and for purposes of records retention, means a child who has been found

to have committed a delinquent act or violation of law and who meets at least one of the following criteria:

- 1) The youth is at least thirteen (13) years of age at the time of disposition for the current offense and has been adjudicated on the current offense for:
 - a. Arson;
 - b. Sexual Battery;
 - c. Robbery;
 - d. Kidnapping;
 - e. Aggravated child abuse;
 - f. Aggravated assault;
 - g. Aggravated stalking;
 - h. Manslaughter;
 - i. Murder;
 - j. Unlawful throwing, placing, or discharging of a destructive device or bomb;
 - k. Armed burglary;
 - l. Aggravated battery;
 - m. Lewd or lascivious assault or act in the presence of a child; or
 - n. Carrying, displaying, using, threatening, or attempting to use a weapon or firearm during the commission of a felony.
- 2) The youth is at least thirteen (13) years of age at the time of the disposition, the current offense is a felony, and the child has previously been committed at least two (2) times to a delinquency commitment program.
- 3) The youth is at least thirteen (13) years of age and is currently committed for a felony offense and transferred from a moderate-risk or high-risk residential commitment placement.

We understand that to provide better management and services it may be necessary to develop a point system to use to identify potential serious habitual offenders. This will provide a manageable level of potential serious habitual offenders.

TERM OF AGREEMENT:

This agreement shall be in effect as of the date the agreement is signed by the majority of the parties and shall continue in effort through _____, unless otherwise modified. All parties are bound to this agreement when signing or when the majority signs, whichever is later.

Richard H. Worch, Jr.
Sheriff Charlotte County

Date

Joseph D'Alessandro
State Attorney's Office
Twentieth Judicial Circuit

Date

Barbara T. Scott
County Clerk's Office

Date

Max Schmidt
Superintendent
Charlotte County Public Schools

Date

Douglas Midgley
Office of the Public Defender

Date

Edward M. Buff
Department of Juvenile Justice

Date

W.D. Libby
Punta Gorda Police Chief

Date

AGENCY REPRESENTATIVES:

The aforementioned referenced persons will develop procedures for ongoing meetings and will, at least annually, review the agreement and, if necessary, recommend any changes.

INTERAGENCY DISPUTES:

1. Staff from the grieving agency shall provide written communication which identifies the conflict, proposed action, and a summary of factual, legal and policy grounds.
2. A written response, which includes proposed solutions to the conflict, shall be provided by staff from the receiving agency within forty-five (45) days of receipt of the notice of conflict.
3. Upon resolution of the conflict, a joint agreement so indicating will be developed and disseminated by a representative from each agency.
4. Should further action be required, a report from both agencies will be submitted to the heads for resolution.
5. Upon resolution of the conflict, a joint agreement, so indicating will be developed and disseminated by each agency head.

Should the preceding steps not resolve the conflict, the parties waive formal administrative proceedings and adopt a method of alternative dispute resolution by mutual consent. As a last resort only, agency heads may request an administrative hearing as authorized at Section 120.57(1) and (2), F.S.

Memorandum of Understanding

S.H.O.C.A.P.S.A.F.E.P.O.L.I.C.Y.

Kokomo/Howard County Indiana

School Administrators For Effective Public Operations Leading to Improved Children and Youth services, Serious Habitual Offender Comprehensive Action Program.

We, the undersigned, acknowledge that our respective organizations are responsible for the education, treatment and supervision of juveniles within the community and are charged with the prevention, intervention and control of delinquent behaviors of juveniles.

The SHOCAP and SAFEPOLICY strategy is a systematic information sharing process designed to identify youth at risk and provide appropriate services to them and their families. Both programs emphasize coordination and cooperation as the foundation of effective prevention and intervention to reduce future delinquent behavior.

Serious habitual juvenile offenders commit a disproportionate amount of crime. Without effective controlling intervention, they are likely to continue their criminal careers as adults. This control must be a systematic planned strategy to protect the public while insuring the necessary care, guidance and discipline are provided for the youths to become responsible and productive members of society.

The undersigned do hereby enter into this agreement to continue a comprehensive interagency community strategy to provide services to the youth of our community. In addition, we further agree to specify personal to serve as an interagency contact person and representative to meet regularly for the purpose prescribed in these issues and maintain the communications network allowing for more effective prevention, intervention and control to be provided for the youth of our community

Hon. Lynn Murray, Judge
62nd Judicial Circuit
Howard Circuit Court

James R. Fleming,
Prosecuting Attorney
62nd Judicial Circuit
Howard County

David McKinney, Sheriff
Howard County

Charles S. Hackett
Chief of Police
Kokomo, Indiana

Donald Travis
Chief Probation Officer
Howard Circuit Court
Kokomo/Howard County

Glynn Hipp
Director
Howard County Office of
Family and Children

Dr. Stephen Healy, Supt.
Eastern Howard School
Corporation

Dr. Thomas Little, Supt.
Kokomo Center Township
School Corporation

Ryan Snoddy, Supt.
Northwestern School
Corporation

Dr. Ron Mayes, Supt.
Taylor School Corporation

Ronald L. Wilson, Supt.
Western School Corporation

Mark Ryan, Referee
Howard Circuit Court

Janet Weaver, Director
Robert J. Kinsey Youth Center

Marilyn Robinson, Supervisor
Child Protection Services
Howard County Office of Family and Children

INTERAGENCY AGREEMENT

SHOCAP

PINELLAS COUNTY, FLORIDA

This agreement made and effective on the date signed by all parties, by and between the State Attorney, 6th Judicial Circuit; Pinellas County; the Clerk of the Circuit Court, Pinellas County; Department of Corrections; Department of Health and Rehabilitative Services, District 5; Pinellas County Schools; Pinellas County Sheriff's Office; St. Petersburg Police Department; Clearwater Police Department; Largo Police Department; Pinellas Park Police Department; Dunedin Police Department; Tarpon Springs Police Department; St. Pete Beach Police Department; Treasure Island Police Department; Belleair Police Department; Belleair Beach Police Department; Gulfport Police Department; Indian Shores Police Department; Kenneth City Police Department; Madeira Beach Police Department; and Redington Beach Police Department;

WHEREAS, all parties are committed to providing appropriate programs and services to prevent juveniles from committing delinquent acts and to intervene with juveniles already involved in the juvenile justice system; and

WHEREAS, the parties to this agreement desire a maximum degree of long range cooperation and administrative planning in order to provide for the safety and security of the community and its children; and

WHEREAS, all parties recognize that there are a number of serious juvenile offenders who are committing serious offenses or repeat offenses; and

WHEREAS, all parties acknowledge a need for special emphasis within the juvenile justice system on these serious juvenile offenders; and

WHEREAS, all parties are committed to improving services to children in the juvenile justice system through sharing information, eliminating duplication of services and coordinating efforts; and

WHEREAS, all parties mutually agree that sharing resources where feasible, and in particular, training efforts, may result in improved coordination; and

WHEREAS, it is the understanding by all parties that certain roles in serving children and youth are required by law, and that these laws shall serve as the foundation for defining the role and responsibility of each participating agency; and

WHEREAS, all parties agree that the establishment of a SHOCAP (Serious Habitual Offender Comprehensive Action Plan) Network will be a means by which the parties can meet these stated needs; and

WHEREAS, all parties mutually agree that all obligations stated or implied in this agreement shall be interpreted in light of, and consistent with, governing state and federal laws; and

WHEREAS, this agreement is intended to be a preliminary agreement in order to establish cooperation and exchange information between and among the parties; and

WHEREAS, this agreement shall remain in effect until replaced by a subsequent agreement that will more specifically define the responsibilities of the parties in the SHOCAP Network;

NOW, THEREFORE in consideration of the following agreements, the parties do hereby covenant and agree to the following:

Pinellas County SHOCAP
Page 2

EACH OF THE PARTIES AGREES TO:

1. Participate in the SHOCAP Interagency Workgroup.
2. Promote a coordinated effort among agencies and staff to achieve maximum public safety with the goal of reducing juvenile crime.
3. Participate in information-sharing activities to assess and develop plans for serious habitual offenders and at risk juveniles.
4. Cooperate with the development of a computerized information system for storage and dissemination of information about serious habitual offenders.
5. Cooperate with analysis of delinquency patterns of juvenile offenders.
6. Cooperate with the assessment of the juvenile justice resources and needs in Pinellas County.
7. Jointly plan and provide information and access to training opportunities for agency staff.
8. Comply with all applicable state and federal laws which relate to records confidentiality, use, security, dissemination, retention and destruction.
9. Develop internal policies and cooperative procedures, as needed, to implement this agreement to the maximum extent possible

We the undersigned, do hereby agree to fully cooperate and participate in the planning and implementation of the Pinellas County SHOCAP Program. Dated this 27th day of June, 1995.

BERNIE MCCABE
STATE ATTORNEY
SIXTH JUDICIAL CIRCUIT

BILL GANDY
JUVENILE JUSTICE MANAGER
DEPARTMENT OF JUVENILE JUSTICE

JUDGE FRANK QUESADA
CIRCUIT COURT
SIXTH JUDICIAL CIRCUIT

KARLEEN F. DEBLAKER
CLERK OF THE CIRCUIT COURT
PINELLAS COUNTY

ISIAH BROWN
CIRCUIT ADMINISTRATOR
DEPARTMENT OF CORRECTIONS

MICHAEL BECKER
DEPARTMENT OF HEALTH AND
REHABILITATIVE SERVICES, DIST. 5

HOWARD HINESLEY
SUPERINTENDENT
PINELLAS COUNTY SCHOOLS

SHERIFF EVERETT RICE
PINELLAS COUNTY SHERIFF'S OFFICE

Pinellas County SHOCAP
Page 3

CHIEF DARREL STEPHENS
ST. PETERSBURG POLICE DEPT.

CHIEF SID KLEIN
CLEARWATER POLICE DEPARTMENT

CHIEF RICHARD KISTNER
LARGO POLICE DEPARTMENT

CHIEF DAVID MILCHAN
PINELLAS PARK POLICE DEPARTMENT

CHIEF RICHARD WHITE
DUNEDIN POLICE DEPARTMENT

CHIEF MARK LECOURIS
TARPON SPRINGS POLICE DEPARTMENT

CHIEF TOM LANGE
ST PETE BEACH POLICE DEPARTMENT

CHIEF JOSEPH PELKINGTON
TREASURE ISLAND POLICE DEPARTMENT

CHIEF HARRY GWYNNE
BELLEAIR POLICE DEPARTMENT

CHIEF I.W. HEATHCOTE
BELLEAIR BEACH POLICE DEPARTMENT

CHIEF G. CURT WILLOCKS
GULFPORT POLICE DEPARTMENT

CHIEF ED WILLIAMS
INDIAN SHORES POLICE DEPARTMENT

JAMES RIESER
KENNETH CITY POLICE DEPARTMENT

CHIEF A.B. HATCHER
MADEIRA BEACH POLICE DEPARTMENT

CHIEF CHARLES HAGGERTY
REDINGTON BEACH POLICE DEPARTMENT

INTERAGENCY AGREEMENT

**SHOCAP
ST. LUCIE COUNTY, FLORIDA**

Sponsored by: The Office of Juvenile Justice & Delinquency Planning
Department of Justice, Washington, D.C.

“An interagency program for serious and/or habitual juvenile offenders”.

1. DEFINITION

SHOCAP stands for Serious Habitual Offender Comprehensive Action Program, and like its predecessors, is based upon the basic premises and principles of the Integrated Criminal Apprehension Program (ICAP). ICAP’s organizational development process provided a systematic approach to data gathering, analysis, planning, and integration of law enforcement activities. SHOCAP is a comprehensive and cooperative information and case management process for law enforcement, prosecutors, schools, probation, corrections, and social and community after-care services.

2. FOCUS

SHOCAP attempts to end the frustration and inability to handle these youths appropriately, through a well-coordinated interagency approach. The SHOCAP process encourages agencies in the juvenile justice system to work together on serious and violent juvenile offender issues. Through coordination and regular sharing of information, juvenile justice agencies are able to put together more comprehensive case histories, and therefore, are able to make more informed decisions and recommendations regarding chronic juvenile offenders. By virtue of their criminal behavior these youth have earned the unique distinction of being serious habitual offenders, because of the frequency and seriousness of their offenses. Early and continual monitoring of these SHOs is a keystone to this program’s success. This will assure that all serious habitual juvenile offenders receive the timely and appropriate attention which is warranted based upon their past criminal actions.

A. MISSION STATEMENT

The members of SHOCAP – St. Lucie County recognize that information, when used properly, can create a safer community environment as well as promote a better future for the child. We agree to manage all juvenile information with integrity, to maintain confidentiality, and to assure appropriate information management within our respective agencies. We believe that the multi-agency approach of sharing ideas, information, and resources has a greater chance of success than does each agency working independently to provide service delivery.

B. GOALS AND OBJECTIVES OF SHOCAP – ST. LUCIE COUNTY

SHOCAP – St. Lucie County agrees to work toward the following goals and objectives:

1. Dispositional Policies

- a. Serious juvenile offenders (SHOs) should be held accountable for their criminal behaviors by the courts.
- b. Individualized treatment should be a consideration for every SHO.
- c. Rehabilitation should be the primary goal of the Juvenile System.
- d. Social investigations should be used in determining the individualized treatment needs of SHOs.

2. Causes and Prevention

- a. Families and schools should be strengthened to reduce delinquency of SHOs.
- b. Close liaison should be maintained between the courts, schools, law enforcement agencies, Department of Juvenile Justice, and prosecutors, regarding information exchange on SHOs.
- c. Business and labor should be approached to provide job training and jobs for SHOs; or to fund specialized programs.

3. Confidentiality

- a. Records of SHOs should be open only to those persons in the Juvenile Justice System who have access to this information as provided by law.
- b. The SHOCAP – St. Lucie County organization should be informed of court actions involving SHOs.

4. Programs

- a. Should programs be developed, they should provide adequate public protection, and encourage strengthening families.
- b. SHOCAP – St. Lucie County should work together to access available resources/programs for SHO.

5. Resources

- a. Ongoing training should be provided for SHOCAP staff.

C. DUTIES OF THE INTERAGENCY WORK GROUP

The St. Lucie County Sheriff's Office has been selected as the SHOCAP host site. The other interagency members of SHOCAP – St. Lucie County are the State of Florida, Department of Juvenile Justice; St. Lucie County School System; State Attorney's Office; Port St. Lucie Police Department; Fort Pierce Police Department, St. Lucie County Clerk of Court; and other members of the Juvenile Justice System who wish to participate. The IAWG agrees to work toward accomplishing the previously mentioned goals and objectives. The interagency SHOCAP group of St. Lucie County agrees to perform the following specific duties, along with other duties legal and necessary to implement the program.

WITNESSETH:

WHEREAS, all parties are committed to providing appropriate programs and services to prevent children from becoming at risk and intervene with children already involved in the juvenile justice system; and

WHEREAS, the parties to this agreement desire a maximum degree of long range cooperation and administrative planning in order to provide for the safety and security of the community and its children; and

WHEREAS, all parties are committed to improving services to children in the juvenile justice system through sharing information, eliminating duplication of services and coordinating efforts; and

WHEREAS, all parties mutually agree that sharing resources, where feasible, and in particular, training efforts, may result in improved coordination; and

WHEREAS, it is the understanding by all parties that certain roles in serving children and youth are required by law, and that these laws shall serve as the foundation for defining the role and responsibility of each participating agency; and

WHEREAS, all parties mutually agree that all obligations stated or implied in this agreement shall be interpreted in light of, and consistent with, governing state and federal laws;

NOW, THEREFORE, in consideration of the following agreements, the parties do hereby covenant and agree to the following:

1. Promote a coordinated effort among agencies and staff to achieve maximum public safety with the goal of reducing juvenile crime.
2. Participate in interagency planning meetings, as appropriate.

Page 4

3. Assign staff, as appropriate, to participate in consolidated case management system, re-entry into school of children returning from detention or commitment program, and other information-sharing activities to assess and develop plans for at-risk youth and those involved in the juvenile justice system.
4. Participate in the planning and implementation of a juvenile assessment, receiving and truancy center to the extent feasible for each party.
5. Jointly plan, and/or provide information and access to, training opportunities, when feasible.
6. Develop internal policies and cooperative procedures, as needed, to implement this agreement to the maximum extent possible.
7. Comply with S. 943.0525, 943.054, 119.041, CFR part 205.50 and 42, CFR, Chapter 1, and other applicable rules and procedures which relate to records use, security, dissemination, and retention/destruction. Maintain confidentiality of information that is not otherwise exempt from S. 119.09(1), F.S., as provided by law.

THE ST. LUCIE COUNTY SHERIFF'S OFFICE AGREES TO:

1. Immediately provide notification to the Superintendent of Schools, or his designee, of juveniles within the St. Lucie County educational jurisdiction arrested for crimes of violence or violations of law which would be a felony if committed by an adult (S.39.045(11), F.S. 39.037(1)(b), F.S.)
2. Provide Florida summary criminal history information to the Superintendent or his designee(s), upon request, regarding juveniles who are students enrolled in or about to be enrolled in the St. Lucie County educational system when necessary for assessment, placement or security of persons or property. Will establish, and forward to school districts, procedures for receiving and processing such requests. (S.39.045(5), F.S.)
3. Ensure that information disseminated carries an appropriate warning, regarding the reliability, confidentiality, and control of further dissemination. (F.D.L.E. CJIS/User Agreement)
4. Provide technical assistance, educational support services and resource officers as provided through contracts and other agreements.
5. Develop policies and procedures that will reflect that the Sheriff or designee shall cause the appropriate school based administrator to be notified in a timely manner of incidents or arrests involving students where there is a possibility of on-going violence, victimization, or school disruption at the school site.

Interagency Agreement

Page 5

6. Develop, in cooperation with Department of Juvenile Justice, District 15; St. Lucie County Schools; local service providers; and other law enforcement agencies a written interagency plan to determine procedures that should be taken when a child is identified as being truant from school.
7. Upon written request, provide information to the School Superintendent or designee on those students who meet the statutory definition under s. 874.03(2), F.W., as a criminal street gang member.
8. Serve as an active participant on the St. Lucie County Juvenile Justice Council. (S.39.025(5), F.S.)

THE STATE ATTORNEY’S OFFICE, 19TH JUDICIAL CIRCUIT, JUVENILE DIVISION AGREES TO:

1. On a case by case basis, notify the Superintendent of Schools when a child is formally charged with a felony, or with a delinquent act which would be a felony if committed by an adult in a timely manner upon written request.
2. On a case by case basis, provide copies to the school Superintendent or designee of all petitions and information for violent misdemeanors and felonies or delinquent acts which would be a felony if committed by an adult, filed on anyone under 18 years of age and anyone 18 years of age or older who is a student registered in the St. Lucie County School District upon written request.
3. Serve as an active participant on the St. Lucie County Juvenile Justice Council. (S.39.025(5), F.S.)

STATE OF FLORIDA DEPARTMENT OF JUVENILE JUSTICE AGREES TO:

1. Notify the Sheriff, Police Chiefs and Superintendents of Schools, or designees, immediately upon learning of the move or other relocation of a juvenile offender into, out of, or within St. Lucie County, who has been adjudicated or had adjudication withheld for a violent misdemeanor or violent felony. (S.39.0585(2)(b), F.S.)
2. Share dispositional, placement and case management information with law enforcement and school district for purposes of assessment, placement and enhanced supervision of juveniles referred to the Department of Juvenile Justice. (S.39.045(5), F.S.)
3. Provide notice to the Superintendent of Schools, or his designee, immediately upon the initiation of planning efforts with private nonprofit entities or governmental entities, including the Department of Juvenile Justice, which could result in the location, relocation or expansion of youth services programs and which may impact the school district.

Interagency Agreement

4. Develop, in cooperation with St. Lucie County Schools and law enforcement, and local service providers a written interagency plan to determine the procedures to take when a child is identified as being truant from school.
5. Provide technical assistance and resource personnel as provided through contracts and other agreements.
6. Serve as an active participant on the St. Lucie County Juvenile Justice Council. (F.S.39.025(5))

THE ST. LUCIE COUNTY SCHOOL DISTRICT AGREES TO:

1. Notify, within 24 hours, the child's school principal, of juveniles arrested for crimes of violence or violation of law which would be a felony if committed by an adult, upon receipt of such information from the Sheriff's Office and/or Police Department. The principal or designee, within 24 hours of such notice, shall provide such information to student services personnel, school resource officers, the student assistance coordinator if applicable, and the student's immediate teacher. (S.39.045(11), F.S.; S.39.037(1)(b), F.S.; Rule 6AER94-3, FAC)
2. Designate the contact person to be responsible for receiving juvenile arrest information and inform all parties as to the Superintendent's designee.
3. Request juvenile criminal history information only for the purposes of assessments, placement or security of persons or property. (S.39.045(5), F.S.)
4. Identify those persons designated by the Superintendent as authorized to receive confidential criminal history information and inform law enforcement representatives of the names of those individuals. (S.39.045(5), F.S.)
5. Ensure that information obtained through the criminal history database and disseminated only to appropriate school personnel, carries an appropriate warning, regarding the reliability, confidentiality and control of further dissemination.
6. Share information on student's achievement, behavioral and attendance history on juvenile offenders of juveniles at risk of becoming offenders for the purpose of assessment and treatment with parties to this agreement, as appropriate. (S.39.056(1)(b)(c)(d), F.S.; S.30.0585(b), F.S.)
7. Assign staff and provide youth services educational programs, where jointly determined by the Superintendent of Schools, or designee, and the Department of Juvenile Justice, District 19.

Interagency Agreement
Page 7

8. Develop, in cooperation with Department of Juvenile Justice, District 15, law enforcement and appropriate local service providers, a written interagency plan to determine procedures that should be taken when a child is identified as being truant from school.
9. Notify the law enforcement agency having jurisdiction when an adult or student commits any of the following offenses on school property, on school sponsored transportation, or at school sponsored activities: Homicide; Sexual Battery; Armed Robbery; Aggravated Battery; Battery on a teacher or other school personnel; Kidnapping or abduction; Arson; Possession, use or sale of any firearm; of Possession, use or sale of any explosive devise; as specified in State Board Rule. Additionally, if the offense involves a victim, school officials shall notify the victim and the victim's parents or legal guardian if the victim is a minor, of the offense and of the victim's rights to press charges against the offender. School personnel shall cooperate in any investigation or other proceedings leading to the victim's exercise of rights as provided by law. (Rule 6AER94-3, FAC)
10. Notify the law enforcement agency having jurisdiction when an adult or a student commits an offense, though not listed above, the nature of which is such as to compromise school or community safety. These offenses include sale, use or possession of a controlled substance, and grand theft.
11. Enter into agreements for contracted youth services educational programs with private nonprofit providers or state or local governmental agencies contacted through the Department of Juvenile Justice, District 19 to an extent determined feasible by the Superintendent of Schools. (S.230.2316, F.S.)
12. Serve as an active participant on the St. Lucie County Juvenile Justice Council. (S.39.025(5), F.S.)

THE PORT ST. LUCIE POLICE DEPARTMENT AGREES TO:

1. Immediately provide notification to the Superintendent of Schools, or his designee, of juveniles within the St. Lucie County educational jurisdiction arrested for crimes of violence or violations of law which would be a felony if committed by an adult. (S.39.045(11), F.S.39,(1)(b), F.S.)
2. Provide Florida summary criminal history information to the Superintendent or his designee(s), upon request, regarding juveniles who are students enrolled in or about to be enrolled in the St. Lucie County educational system when necessary for assessment, placement or security of persons or property. Will establish, and forward to school districts, procedures for receiving and processing such requests. (S.39.045(5), F.S.)

Page 8

3. Ensure that information disseminated carries an appropriate warning, regarding the reliability, confidentiality and control of further dissemination. (F.D.L.E. CJIS/User Agreement)
4. Provide technical assistance, educational support services and resource officers as provided through contracts and other agreements.
5. Develop policies and procedures that will reflect that the Chief of Police or designee shall cause the appropriate school based administrator to be notified in a timely manner of incidents or arrests involving students where there is a possibility of on-going violence, victimization, or school disruption at the school site.
6. Develop, in cooperation with Department of Juvenile Justice, District 15; St. Lucie County Schools; local service providers; and other law enforcement agencies a written interagency plan to determine procedures that should be taken when a child is identified as being truant from school.
7. Upon written request, provide information to the School Superintendent or designee on those students who meet the statutory definition under S.874.03(2), F.S., as a criminal street gang member.
8. Serve as an active participant on the St. Lucie County Juvenile Justice Council. (S.39.025(5), F.S.)

THE FORT PIERCE POLICE DEPARTMENT AGREES TO:

1. Immediately provide notification to the Superintendent of Schools, or his designee, of juveniles within the St. Lucie County educational jurisdiction arrested for crimes of violence or violations of law which would be a felony if committed by an adult. (S.39.045(11), F.S.39,(1)(b), F.S.)
2. Provide Florida summary criminal history information to the Superintendent or his designee(s), upon request, regarding juveniles who are students enrolled in or about to be enrolled in the St. Lucie County educational system when necessary for assessment, placement or security of persons or property. Will establish, and forward to school districts, procedures for receiving and processing such requests. (S.39.045(5), F.S.)
3. Ensure that information disseminated carries an appropriate warning, regarding the reliability, confidentiality and control of further dissemination. (F.D.L.E. CJIS/User Agreement)
4. Provide technical assistance, educational support services and resource officers as provided through contracts and other agreements.

Interagency Agreement
Page 9

5. Develop policies and procedures that will reflect that the Chief of Police or designee shall cause the appropriate school based administrator to be notified in a timely manner of incidents or arrests involving students where there is a possibility of on-going violence, victimization, or school disruption at the school site.
6. Develop, in cooperation with Department of Juvenile Justice, District 15; St. Lucie County Schools; local service providers; and other law enforcement agencies a written interagency plan to determine procedures that should be taken when a child is identified as being truant from school.
7. Upon written request, provide information to the School Superintendent or designee on those students who meet the statutory definition under S.874.03(2), F.S., as a criminal street gang member.
8. Serve as an active participant on the St. Lucie County Juvenile Justice Council. (S.39.025(5), F.S.)

THE ST. LUCIE COUNTY CLERK OF THE COURT AGREES TO:

1. Notify the Superintendent, or designee, of the name and address of any student found to have committed a delinquent act or who has had adjudication withheld. Notification shall be within 48 hours and shall include the specific delinquent act found to have been committed or for which adjudication was withheld, or the specific felony for which the student was found guilty. (S.230)
2. Identify sanctions for youth who are in contempt of court due to violation of a court order on school attendance. (S.39.0145(5), F.S.)
3. Share dispositional information with the Superintendent, or his designee, regarding juveniles who are students within the St. Lucie County educational system for purposes of assessment, placement or security or persons and property.
4. Serve as an active participant on the St. Lucie County Juvenile Justice Council. (S.39.025(5), F.S.)

D. THE INTERAGENCY WORK GROUP HAS DECIDED INITIALLY TO SUE THE DESCRIPTION OF A SERIOUS HABITUAL OFFENDER AS OUTLINED IN FLORIDA STATUTES 39.01.

“Serious habitual juvenile offender” means a juvenile who has been adjudicated delinquent and who meets one or more of the following criteria:

- 1) Has been arrested for a capital, life or first degree felony offense.

- 2) Has been the subject of five or more arrests. Three arrests shall have been for felonies, and three arrests shall have occurred within the last 12 months.
- 3) Has been the subject of ten or more arrests. Two arrests shall have been for felonies, and three arrests shall have occurred within the past 12 months.
- 4) Has been the subject of four or more arrests. At least one arrest shall have been for a felony offense within the past 12 months.
- 5) Has been the subject of ten or more arrests. Eight or more arrests shall have been for petit theft, misdemeanor assault, narcotics possession, weapons violation, or substance abuse, and four arrests shall have occurred within the past 12 months.

We understand that to provide better management and services it may be necessary to develop a points system to use to identify potential serious habitual offenders. This will provide a manageable level of potential serious habitual offenders.

TERMS OF AGREEMENT:

This agreement shall be in effect as of the date the agreement is signed by the majority of the parties and shall continue in effect through _____, unless otherwise modified. All parties are bound to this agreement when signing or when the majority signs, whichever is later.

AGENCY REPRESENTATIVES:

The above referenced persons will develop procedures for ongoing meetings and will, at least annually review the agreement and if necessary, recommend any changes.

INTERAGENCY DISPUTES:

1. Staff from the grieving agency shall provide written communication which identifies the conflict, proposed action, and a summary of factual, legal and policy grounds.
2. A written response, which includes proposed solutions to the conflict, shall be provided by staff from the receiving agency within 45 days of receipt of the notice of conflict.
3. Upon resolution of the conflict, a joint communiqué so indicating, will be developed and disseminated by a representative from each agency.
4. Should further action be required, a report from both agencies will be submitted to the heads from resolution.

5. Upon resolution of the conflict, a joint communiqué so indicating will be developed and disseminated by each agency head.

Should the preceding steps not resolve the conflict, the parties waive formal administrative proceedings and adopt a method of alternative dispute resolution by mutual consent. As a last resort only, Agency Heads may request an administrative hearing as authorized at Section 120.57(1) and (2), F.S.

MODIFICATION OF AGREEMENT:

Modification of this agreement shall be made only by the consent of all parties. Such shall be made with the same formalities as were followed in this agreement and shall include a written document setting forth modifications, signed by all parties.

OTHER INTERAGENCY AGREEMENTS:

All parties to this agreement acknowledge that this agreement does not preclude or preempt each of the agencies individually entering into an agreement with one or more parties to this agreement or other parties outside this agreement. Such agreements shall not nullify the force and effect of this agreement.

We the undersigned do hereby agree to the above responsibilities of SHOCAP – St. Lucie County, and agree to work diligently to solve identified problems in an appropriate and timely manner this _____ day of _____, 1995.

Robert C. "Bobby" Knowles
Sheriff of St. Lucie County

Joanne Holman
Clerk of the Court, St. Lucie County

James Mayhar
Chief of Police
Fort Pierce Police Department

C.L. Reynolds
Chief of Police
Port St. Lucie Police Department

Chairman
St. Lucie County School Board

Bruce Colton
State Attorney
19th Judicial Circuit

District 15
Department of Juvenile Justice

PRINCE WILLIAM COUNTY, VIRGINIA

**MEMORANDUM OF UNDERSTANDING
BETWEEN AND AMONG AGENCIES PARTICIPATING IN THE SERIOUS
HABITUAL OFFENDER COMPREHENSIVE ACTION PROGRAM (SHOCAP)**

A. The Prince William County Police Department has initiated a program to be known as SHOCAP (Serious Habitual Offender Comprehensive Action Program), an information and case management program involving the County Police Department, Juvenile Probation, the Commonwealth's Attorney, the Prince William County School Division, The Prince William County Department of Social Services, the Prince William County Community Services Board, the Prince William County Division of Youth Residential Services, the 31st District Juvenile and Domestic Relations District Court, and the relevant authorities of the Cities of Manassas and Manassas Park, that enables the juvenile justice system to give additional focused attention to juveniles who repeatedly commit serious crimes, with particular attention to providing relevant case information essential for more informed sentencing dispositions.

B. This Memorandum of Understanding is entered into between and among the authorized representatives of the foregoing agencies for the purpose of establishing the general agreement of all parties to the administration and coordination of SHOCAP. The identification of any duties and responsibilities in this Memorandum shall not preclude the development of additional understandings and procedures which experience determines are necessary to improve the administration of the program.

C. The parties hereto agree that identified representatives of their organizations shall attend such meetings as may be called by the Police Department, for the purposes of effectuating the provisions of the SHOCAP program, and for developing such detailed criteria and operating plans for the implementation thereof as they shall agree are appropriate.

D. In pursuance of the foregoing, for the purposes of this Agreement and the implementation of the SHOCAP program, the parties agree to:

1) Develop written guidelines for the sharing of information between and among them, to the maximum extent permitted by law or order of a court of competent jurisdiction, provided that information which may be provided to the Prince William County Police Department for use in the development of such criteria, and the identification of individual juvenile offenders, shall be maintained by that Department as confidential information in accordance with relevant provisions of Virginia law, and reasonable measures shall be taken to secure such information from unauthorized disclosure.

2) Develop detailed criteria and profiles for the identification of juveniles for inclusion in the SHOCAP program.

3) Identify specific juvenile candidates for the program, and develop an adequate database focusing on the serious juvenile offender.

4) Provide for the aggressive prosecution of SHOCAP juveniles.

5) Minimize pre-trial delays in the cases of identified juvenile offenders.

6) Insure presentation to the proper courts of adequate information concerning such juveniles as will provide those courts with a full and clear understanding of the juvenile's history, so that proper sentencing determinations may be made.

7) To the extent that non-criminal justice treatment alternatives are deemed appropriate for the juveniles in the SHOCAP program, to make the resources of the various programs signatory hereto available, as their client demands may permit.

E) The parties pledge themselves to the co-operative development and implementation of the SHOCAP program, and to the proper training of their personnel in the purposes and procedures associated therewith, to the maximum extent permitted by law.

IN WITNESS WHEREOF, the following authorized representatives of the several participating agencies have set their hands, this _____ day of _____, 1988.

Prince William County Police Department

Prince William County
Commonwealth's Attorney

Prince William County Schools

Prince William County
Community Services Board

Prince William County
Department of Social Services

Thirty-First District
Juvenile and Domestic
Relations District Court
Juvenile Probation Services

Clerk, Thirty-First District
Juvenile and Domestic
Relations District Court

Police Department
City of Manassas, Virginia

Police Department
City of Manassas Park, Virginia

**SERIOUS HABITUAL OFFENDER
COMPREHENSIVE ACTION PROGRAM**

**LETTER OF AGREEMENT & LIST OF
AGENCY RESPONSIBILITIES**

BETWEEN

THE DATA COUNTY SCHOOL BOARD

METRO-DADE POLICE DEPARTMENT

STATE ATTORNEY'S OFFICE, ELEVENTH JUDICIAL CIRCUIT

**DISTRICT XI, OFFICE OF THE DEPARTMENT OF
HEALTH & REHABILITATIVE SERVICES (hrs)**

DISTRICT XI, DEPARTMENT OF JUVENILE JUSTICE 7

DADE COUNTY ASSOCIATION OF CHIEFS OF POLICE

This letter of agreement and List of agency Responsibilities is made by and between the Dade County School Board, Metro-Dade Police department, Dade County State Attorney's Office, Eleventh Judicial Circuit, District XI, Office of the Department of Health and Rehabilitative Services, District XI, Department of Juvenile Justice and Dade County Association of Chiefs of Police to take place in Dade County, Florida and be effective beginning on or prior to September 1, 1995.

The parties, acting cooperatively, have recently developed and implemented a forum at the policy-making level among their organizations to communicate areas of concern, the success of which requires inter-agency support and resources. Each of the agencies has pledged to support joint efforts in preventing and controlling juvenile crime.

Regularly scheduled meetings are held among personnel from these agencies as well as the Circuit Court Judges, Juvenile Division, or designee. Agency networking at its policy-making and highest level seems assured, effective, and on-going.

The success of the inter-agency relationship at the policy-making level will be replicated at the middle-management level by the establishment of a working committee. This group will work specifically on the resolution of difficult cases and the development of operational procedures related to the inter-agency relationships.

The purpose of this letter of agreement is to commit the undersigned persons and the agencies they represent to the development and implementation of a similar networking process at the operational level among all participating agencies. This process will involve the coordination and reduction of duplicated

services, the promotion of effective communication, and assistance to the agencies in making timely and effective response to the needs of the citizens of Dade County.

We additionally agree and commit to identify services available from our respective agencies; to specify key personnel to serve as inter-agency contact persons and resource persons in specific problems areas; to sharing data where permissible; and to maintain an on-going communications network, allowing for more efficient, effective intervention in community problems related to juveniles. We further agree to provide sufficient personnel to adequately administer, implement and sustain the program.

In summary, as the chief executive officers of our respective agencies, we agree and commit to reducing school and community criminal activity through continued effective dialogue among our agencies, sharing information, investigative data, and developing a school-based network model for dissemination purposes.

This agreement shall be in effect as of the date so indicated above and continue in effect for three years, unless terminated sooner upon mutual agreement of the parties.

SIGNATURE OF PARTIES TO THIS AGREEMENT:

Octavio J. Visiedo, Superintendent
Dade County Public Schools

Fred Taylor, Director
Metro-Dade Police Department

Katherine Fernandez Rundle
State Attorney
State Attorney's Office

Anita Bock
District Administrator
Department of Health and Rehabilitative Services

Joseph Ingraham
Senior Juvenile Justice Manager
Department of Juvenile Justice

Terrill Williamson, Chief
Dade County Association of Chiefs of Police

Note: Each agency is being sent a copy to sign and return. Each agency will be provided with a copy of the document once all of the signatures are compiled.

PREAMBLE

SHOCAP is a comprehensive and cooperative information sharing and case management process for police, prosecutors, schools, probation, judicial, corrections, and social service agencies. It enables the juvenile and criminal justice systems to focus informed attention on juveniles who repeatedly commit serious crimes, with particular attention given to providing relevant and complete case information for more informed dispositional and sentencing decisions.

SHOCAP helps to provide for the protection of the community by identifying and tracking juvenile offenders and, if appropriate, assists in the apprehension of the most serious offenders. Further, the program identifies those juveniles who are at-risk of becoming serious offenders, and is a full partner in the process of providing diversion services and after-care assistance. Each participating agency is responsible to provide for the welfare of both the community and the juveniles.

The intent of this list of member agency responsibilities is to help facilitate the effective implementation and administration of the program, and is not intended to address every contingency. It is understood that all laws, statutes, and agency rules and regulations must be followed as appropriate.

MEMBER AGENCY RESPONSIBILITIES

Metro-Dade Police Department agrees to:

1. Coordinate SHOCAP operational and organizational development.
2. Provide information, management and coordination of police resources, including crime analysis and profile development for the program.
3. Utilize established SHO criteria to identify serious habitual juvenile offenders from available resource information.
4. Act as the central repository for SHO information gathered from participating agencies.
5. Maintain and distribute SHO case files and rosters to appropriate persons and agencies as needed.
6. Enter and identify SHOs as signal 150's or 250's as appropriate in CJIS.
7. Accept primary responsibility for preliminary and follow-up criminal investigations within its jurisdiction.

The State Attorney's Office, Eleventh Judicial District, Juvenile Division agrees to:

1. Make every effort to expedite cases involving SHOs through the Juvenile Justice System.
2. Make every effort to keep SHOs in secure detention pending trial.

3. File petitions on each case amendable to prosecution, as applicable by Florida Statutes.
4. Pursue sentencing sanctions appropriate to the crimes committed.
5. Be present at dispositional stages to present case profile information to obtain the best disposition.
6. Where appropriate, direct file on SHOs in adult court.
7. Seek adjudications of delinquency for all petitions filed.
8. Confer with at least one of the officers or investigators involved in the case about the intended disposition prior to entering a negotiated plea agreement.

The State of Florida, Department of Juvenile Justice agrees to:

1. Provide the SHOCAP Coordinator with all pertinent information on serious habitual offenders as slowed by Florida Statutes.
2. Provide copies of pre-dispositional reports and other data as required.
3. Devise and implement enhanced supervision of SHOs within their control who reside in Dade County.
4. Provide the SHOCAP Coordinator with formal rules or terms of probation for individual SHOs.
5. Seek appropriate sanctions in those cases where SHOs have violated the terms of their probation or community control.
6. Regularly advise the SHOCAP Coordinator of the status of all the SHOs under their supervision.
7. Refer names and histories of possible SHOs who are reentering the community, or who are new to the community, to the SHOCAP Coordinator.
8. Provide the SHOCAP Coordinator with SHO profile information, including status offenses, family criminal history and other relevant information.
9. Give SHOs primary consideration for recommendations of secure custody and long-term treatment.
10. Maintain an active SHO list at juvenile detention to assure appropriate actions when a SHO is arrested.
11. Provide the SHOCAP Coordinator with a list of the local SHO population placements and their movements through the detention, commitment and parole phases.
12. Utilize the SHO profile provided by the SHOCAP Coordinator to aid intake decisions regarding detention, placement, treatment and aftercare.

13. Develop standard operating procedure for the timely exchange of information on SHOs to ensure the immediate response of the Juvenile Justice System.

The State of Florida, Department of Health and Rehabilitative Services agrees to:

1. Provide the SHOCAP Coordinator with all pertinent information on SHOs as allowed by Florida Statutes.
2. Provide copies of reports and other data as required.
3. Identify or establish special service and placement opportunities for drug, alcohol, or behaviorally troubled SHOs.
4. Share case history or diagnostic information concerning SHOs.
5. Provide the SHOCAP Coordinator with a list of the local SHO population as it relates to HRS responsibilities.

The Dade County School Board agrees to:

1. Exchange pertinent information on SHOs to the SHOCAP Coordinator as allowed by existing Federal and State laws including information on absenteeism, discipline and results of educational testing.
2. Take into consideration SHO status when determining appropriate school, classroom placement and teacher assignment.
3. Maintain an active SHO list at school sites to ensure appropriate action is taken when the SHO has a disciplinary problem.
4. Immediately notify the SHOCAP Coordinator when a SHO is absent from school or missing from class.
5. Notify probation office when school-related violations of community control occur.
6. Regularly advise the SHOCAP Coordinator of the status of SHOs within the school system.
7. Utilize existing programs, when appropriate, to assist SHOs in continuing educational advancement and evaluating SHOs to develop an educational plan.

Municipal Police Departments within Dade County agrees to:

1. Provide interagencies with pertinent SHO information as allowed by existing law.
2. Conduct preliminary and follow-up investigations regarding SHOs within their jurisdictions.
3. Provide the SHOCAP Coordinator with SHO contacts and arrests made by their officers.

**SERIOUS HABITUAL OFFENDER COMPREHENSIVE ACTION
PROGRAM INTERAGENCY AGREEMENT AND RESPONSIBILITIES
ESCAMBIA COUNTY, FLORIDA**

ESCAMBIA COUNTY SCHOOLS:

1. Input demographics, grades, attendance, and discipline records to the Serious Habitual Offender Comprehensive Action Program (hereafter referred to as SHOCAP) system for all Children in Need of Services/Families in Need of Services (CINS/FINS), delinquents, and truants within the school system (including alternative schools) by the next working day following occurrence.

STATE ATTORNEY'S OFFICE:

1. File a petition, information or Violation of Community Control (VOCC) within 24 hours of receipt of an arrest report or documented violation.
2. Provide 24-hour on call service for detention screeners.
3. Provide an experienced juvenile prosecutor seven (7) days per week.
4. Forward criminal history, Predisposition Report (PDR) and (Serious Habitual Offender termed SHO) information to felony and misdemeanor assistants upon waiver/transfer of SHO's.

LAW ENFORCEMENT:

1. input all juvenile contacts (i.e., status offenses, field investigations, arrests, victimizations) to the SHOCAP system by the next working day following occurrence.
2. Provide all contact information to crimes analysis unit.
3. Check all juveniles for warrants and SHO status.
4. Transport all juveniles to the assessment center for processing.
5. Provide community policing, follow-up and referrals in all cases involving juvenile victimization in coordination with the MCAP/SHOCAP Coordinator.

DEPARTMENT OF JUVENILE JUSTICE:

1. Input the name of the case manager, when and where the child is and/or will be placed, placement history, and any changes in status of the client or case manager to the SHOCAP system by the next working day following occurrence.

CLERK OF COURT:

1. Supply all court action information to the SHOCAP system by the next working day following occurrence.

SHOCAP INTERAGENCY AGREEMENT AND RESPONSIBILITIES
ESCAMBIA COUNTY, FLORIDA
PAGE 2

DEPARTMENT OF HEALTH AND REHABILITATIVE SERVICES (HRS):

1. Specify to the SHOCAP system all juveniles who are victims and/or perpetrators of child abuse/neglect and all who are receiving HRS services by the next working day following entry into the juvenile justice system.

**JUVENILE SERIOUS HABITUAL OFFENDER COMPREHENSIVE ACTION PROGRAM
ESCAMBIA COUNTY JUVENILE JUSTICE AGENCIES
PENSACOLA, FLORIDA**

The Juvenile Serious Habitual Offender Comprehensive Action Program (SHOCAP) is a systemic information-based process for dealing with the small population of chronic and recidivist juvenile offenders committing serious crimes in our community. Studies have shown that a small number of chronic juvenile offenders commit a disproportionate amount of juvenile crime and that, in the absence of effective intervention, these same offenders are likely to continue their criminal careers as adults.

The SHOCAP Program emphasizes Juvenile Justice System coordination and information sharing to aid in early identification of the serious chronic juvenile offender and intervention of his/her criminal behavior.

The SHOCAP Program is based on the principle that the application of a more systematic approach to information gathering, analysis, planning and integration of law enforcement and juvenile justice activities will increase the effectiveness of the police, prosecutor, and juvenile authorities to deal with and reduce serious juvenile crime. Through specialized attention by the Juvenile Justice System to the exceptional juvenile offender, we seek to better fulfill our obligation to protect the public while insuring the necessary care, guidance, and discipline to assist the child in becoming a responsible and productive member of society.

Therefore, we the undersigned agree to participate in SHOCAP and to develop individual agency responsibilities to be incorporated into a final Interagency Agreement. In addition, we further agree to specify personnel to serve as an interagency contact person and interagency representative to meet regularly for the purposes prescribed by these issues. Further, we agree to maintain an on-going confidential communications network allowing for more effective intervention in community problems related to juveniles and the Juvenile Justice System.

JOHN T. PARNHAM
Circuit Judge, 1st Circuit
Escambia County, FL

CURTIS A. GOLDEN
State Attorney, 1st Circuit
Escambia County, FL

BILL MALOY
Superintendent
Escambia County Public Schools

NORMAN CHAPMAN
Chief of Police
Pensacola, FL

JIM LOWMAN
Sheriff
Escambia County, FL

CHUCK BATES, HRS
Administrator for Dist. One
Pensacola, FL

DOUG PREVATTE
District Juvenile Justice Manager
Pensacola, FL

JANET GILBERT
Alternative Sanctions Coordinator
Pensacola, FL

CARMELA PORTER, Representative of the
Escambia County JJC
Pensacola, FL

JACK BEHR
Public Defender, 1st Circuit
Escambia County, FL

ERNIE LEE MAGAHA
Clerk of Circuit and County Courts

FAIRFAX COUNTY, VIRGINIA

**SERIOUS OR HABITUAL OFFENDER
COMPREHENSIVE ACTION PROGRAM (SHOCAP)**

MEMORANDUM OF UNDERSTANDING

WITH

THE FAIRFAX COUNTY POLICE DEPARTMENT

THE FAIRFAX COUNTY JUVENILE COURT SERVICES

THE FAIRFAX COUNTY PUBLIC SCHOOLS

THE FAIRFAX COUNTY DEPARTMENT OF HUMAN DEVELOPMENT

THE FAIRFAX COUNTY HEALTH DEPARTMENT

THE COMMONWEALTH'S ATTORNEY OF FAIRFAX COUNTY

THE FAIRFAX-FALLS CHURCH COMMUNITY SERVICES BOARD

THE CITY OF FAIRFAX POLICE DEPARTMENT

THE TOWN OF HERNDON POLICE DEPARTMENT

THE TOWN OF VIENNA POLICE DEPARTMENT

THE VIRGINIA DEPARTMENT OF YOUTH & FAMILY SERVICES

This memoranda of understanding is made by and between the Fairfax County agencies of the Police, Juvenile Court, Schools, Human Development, Health, Commonwealth's Attorney, Community Police, Town of Vienna Police, and Virginia Department of Youth & Family Services to take place and be effective beginning September 1, 1995. The parties acting cooperatively, have, during the past year developed and implemented a forum at the policy-making level among their organizations to communicate and establish an action plan in response to a resolution passed by the Fairfax County Board of Supervisors on September 26, 1994 authorizing the establishment of a Serious or Habitual Offender Comprehensive Action Program in this jurisdiction. To date, each of the agencies is in agreement with the action plan to enable juvenile-related professionals to use the system more effectively to respond to serious juvenile crime. The plan of SHOCAP is designed to focus on the small number of serious juvenile offenders in Fairfax County as they are responsible for a disproportionate amount of serious activity and are consuming law enforcement resources, overburdening the courts, and increasingly requiring the attention of school personnel.

Regular monthly meetings are held among personnel from these agencies. Agency networking at its policy-making and highest level seems assured, effective, and on-going. The success of the interagency relationship at the policy-making level has been replicated at the middle-management level by the establishment of a working committee known as the "SHOCAP

**Memoranda of Understanding
Serious or Habitual Offender Comprehensive Action Program
Page Two**

Committee”. That group is working specifically on the resolution of difficult cases and the development of operational procedures related to interagency relationships.

The purpose of this memoranda of understanding is to commit the undersigned persons and the agencies they represent to the development and implementation of a similar networking process at the operational level among all participating agencies in SHOCAP. This process will involve the coordination and promotion of effective communication, information sharing, and effective responses to the public safety and rehabilitative needs of citizens in this jurisdiction. The SHOCAP action plan clearly outlines the roles and responsibilities of member agencies. Each member agency will develop guidelines and training to key personnel so as to meet these identified roles. Each member agency will ensure that staff identified as “direct service providers” or who provide community conduct control and supervision to the offender, requiring the knowledge of confidential information generated by the SHOCAP committee and Serious or Habitual Offender (SHO) file clearly understand the restrictions of further release of this information under Virginia § 16.1-330.2, D. This law states “Each SHOCAP committee shall share among its members and with other SHOCAP committees otherwise confidential information on identified serious or habitual juvenile offenders. Every person, including members of the SHOCAP committee, who is to receive confidential information pursuant to this article shall first submit to the committee a signed statement acknowledging the duty imposed by this article to maintain the confidentiality of that information”.

We additionally agree and commit to identifying services available from our respective agencies; to specifying key personnel to serve as a primary representative on the SHOCAP committee and an alternate representative in their absence; to sharing data where permissible; and to maintaining an on-going communications network, allowing for a more coordinated public safety approach to serious juvenile crime, and to ensure comprehensive service delivery to those identified youth. It is at this operational level that interagency procedures would be developed to address specific concerns. We pledge mutual support by providing guidelines to these groups in the accomplishment of the goals stated above and anticipate persons at the operational level developing their own procedures for solving specific problems.

In summary, as the chief executive officers of our respective agencies, we agree and commit to the action plan, goals, and objectives, and roles of agency members in the Serious or Habitual Offender Comprehensive Action Program known as SHOCAP.

**Memoranda of Understanding
Serious or Habitual Offender Comprehensive Action Program
Page Three**

Seen and agreed:

Col. M. Douglas Scott, Chief of Police
Fairfax County Police Department

Vincent M. Picciano, Director of Court Services
Fairfax County Juvenile Court

Dr. Robert R. Spillane, Division Superintendent
Fairfax County Public Schools

Suzanne Manzo, Director
Fairfax County Department of Human Development

Dr. Robert B. Stroube, Director
Fairfax County Department of Health

Robert F. Horan, Commonwealth's Attorney
Commonwealth's Attorney for Fairfax County

James A. Thur, Executive Director
Fairfax-Falls Church Community Services Board

John Skinner, Chief of Police
City of Fairfax Police Department

George E. Kranda, Chief of Police
Town of Herndon Police Department

Daniel J. Kerr, Jr., Chief of Police
Town of Vienna Police Department

Thaddeus Aubry Jr., Regional Administrator
Virginia Department of Youth & Family Services

Sample Roles and Responsibilities

Each member agency is joined together by agreement that each agency shall have certain responsibilities.

FOR EXAMPLE:

EACH SCHOOL DISTRICT SHALL:

- Cooperate in the gathering of data for use by all participating agencies.
- Report all delinquent acts and crimes that are committed on school property.
- Report all violations of probation or parole which are committed on the school campus.
- Provide educational supervision and services appropriate to all students attending school.
- Provide support and assistance to other agencies in the SAFE POLICY/SHOCAP PROGRAM.
- Develop appropriate "AT RISK" criteria which are specific to each school system.
- Using the "AT RISK" criteria screen the student population and report the "AT RISK" students to the other SAFE POLICY/SHOCAP agencies.
- Participate in the SAFE POLICY computer network. Including input of student information, use of reports and daily use of the bulletin board feature.
- Maintain and respect the confidentiality of these exchanges of juvenile information. Safe guard the records of this system whether electronic or hard copy.

EACH LAW ENFORCEMENT AGENCY SHALL:

- Cooperate in the gathering of data for use by all participating agencies.
- Gather informational data on any identified incident involving any person under the age of 18 years of age.
- Compile juvenile records in a useable format to be used by schools, Courts, prosecutors, probation and parole agencies.
- Establish departmental policies on the handling of SHOCAP members.
- Commit to the use of school resource officers to assist the schools in the area of "AT RISK" and SHOCAP members.
- Commit resources to prevention and intervention programs such as D.A.R.E and G.R.E.A.T.
- Provide support and assistance to other agencies in the program.

- Participate in the SAFE POLICY computer network. Including the input of student information, use of reports and daily use of the bulletin board feature.
- Maintain and respect the confidentiality of these exchanges of juvenile information. Safe guard the records of this system whether electronic or hard copy.

THE PROSECUTION AGENCY SHALL:

- Cooperate in the gathering of data for use by all participating agencies.
- File delinquency petitions based on the most serious provable offense of each arrest incident.
- Make all reasonable prosecutorial efforts to persuade the Court to impose the most appropriate authorized sentence upon an offender at the time of disposition.
- Make all reasonable prosecutorial efforts to reduce the time between arrests and disposition of charges.
- Act as liaison with the Court and other justice agencies to establish policies regarding the program to ensure interagency cooperation in the planning and implementation of the program.
- Provide support and assistance to other agencies engaged in the program.
- Participate in the safe policy computer network, including input of juvenile information, use of reports, and daily use of the bulletin board feature.
- Maintain and respect the confidentiality of the exchanges of juvenile information. Safe guard the records of this system whether electronic or hard copy.

THE WELFARE/SOCIAL SERVICES AGENCY SHALL:

- Cooperate in the gathering of data for use by all participating agencies.
- Identify or establish special service and placement opportunities for drug, alcohol, or behavioral troubled offenders or "AT RISK" youth.
- Share case history or diagnostic information with the appropriate officials and participate on case management teams formed to assist in the prevention of at risk youth.
- Request police intervention and crime analysis follow-up on neglect, abuse, and other problem cases areas.
- Provide case support for obtaining civil commitments for "AT RISK" troubled, problem or delinquent youth as well as offenders.
- Provide support and assistance to other agencies engaged in the program.

- Participate in the safe policy computer network. Including input of juvenile information, use of report and daily use of the bulletin board feature.
- Maintain and respect the confidentiality of these exchanges of juvenile information. Safe guard the records of this system whether electronic or hard copy.

JUVENILE PROBATION SUPERVISION DIVISION SHALL:

- Institute intensive and continuous case management for designated offenders.
- Adopt pro active community control concepts utilizing all resources.
- Provide mandatory sanctions for each infraction of probation rules, including revocation of probation status.
- Evaluate case information from all sources to provide intervention services for the "AT RISK" juvenile.
- Recommend when appropriate secure detention of SHOCAP offenders.
- Commit to probation officers working in house, in schools to provide hands on supervision and assistance to the schools.

JUVENILE PROBATION INTAKE SUPERVISION:

- Commit to detaining every SHOCAP offender presented at intake charged with an offense that would be a crime if committed by an adult.
- Refer every SHOCAP offender to the prosecutor's office for Court filing.
- Monitor juvenile dispositions to select SHOCAP status candidates and present candidates at the SHOCAP screening team on a monthly basis.

OFFICE OF CORRECTIONAL SERVICES-- DETENTION DIVISION:

- Maintain a specific file of behavior of SHOCAP offenders while detained in the center.
- Commit to the detention of SHOCAP offenders in secure sections of the center.
- SHOCAP offenders are moved to the lowest award level at each entry with no carry over from last term of detention.
- Provide control and interventions services to "AT RISK" offenders.
- Provide support to safe policy issues through entrance or exit interviews of clients.
- Continue concepts of appropriate school programs to clients in the non-secure setting.

- Use the total resources of the community in prevention and intervention and control program.

OFFICE OF CORRECTIONAL SERVICES/COMMUNITY CORRECTIONS:

- Provide SHOCAP Project Director.
- Prepare and distribute SHOCAP member lists to agencies in a timely fashion.

GENERAL COMMITMENTS OF THE OFFICE OF CORRECTIONAL SERVICES, GRANT COUNTY SUPERIOR COURT II.

- Cooperate in the gathering of data for use by all participating agencies.
- Provide support and assistance to other agencies engaged in the program.
- Maintain liaison with law enforcement agencies and prosecutor for effective actions for "AT RISK" SHOCAP offenders.
- Provide support for prevention and intervention programs based in other agencies.
- Participate in the safe policy computer network. Including input of juvenile information, use of reports and the daily use of the bulletin board feature.
- Maintain and respect the confidentiality of these exchanges of juvenile information. Safe guard the records of this system whether electronic or hard copy.

SUPERIOR COURT JUDGE:

- Cooperate in the gathering of data for use by all participating agencies.
- Provide Blanket Court Order authorizing the exchange of information and inspection of Juvenile Court records, probation and protective services records, prosecutors records, school records and law enforcement agency data related to prevention, intervention and control of "AT RISK" and delinquent youth in Grant County and emphasis to control issues of SHOCAP offenders.
- Commit to detaining SHOCAP offenders presented to the Court charged with an offense that would be a crime if committed by an adult, after a finding of Probable Cause.
- Promote the strategy of prevention, intervention and control as one of making informed decisions about "AT RISK" youth and SHOCAP offenders as a common sense approach. Using total community resources and services.
- Ensure that the appropriate consideration is given to SHOCAP offender files in the Juvenile Court.

Roles and Responsibilities Worksheet

EACH LAW ENFORCEMENT AGENCY SHALL:

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SUPERIOR COURT JUDGE SHALL:

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JUVENILE PROBATION SHALL:

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EACH SCHOOL DISTRICT SHALL:

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SOCIAL SERVICES SHALL:

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Lessons Learned

Customizing SHOCAP for Your Community

PERFORMANCE OBJECTIVES:

In this module, participants will:

- Outline the goals, objectives and guidelines for their SHOCAP;
- Given examples and parameters of the SHO, community partners will contour specifications that identify the SHO in their neighborhood;
- Given the roles and responsibilities of the community participants, create an organizational structure that will reinforce the SHOCAP concept;
- Examine information sharing practices and determine how to increase communication flow between community partners, while still remaining within legal parameters.

ACTIVITIES

Mission _____	92
Goals _____	92
Objectives _____	93
Indiana SHOCAP/SAFE POLICY Program _____	100
Policy May Address... _____	102
Program Coordinator _____	111
Organizational Structure _____	111
Who is the SHO in Your Community? _____	113
SHO Profiles _____	116
Racial Profiling _____	118
Federal Laws and Information Sharing _____	119
Case Information _____	127
Twenty Steps to Successful Information Sharing _____	128

Mission

- Who are we?
- What business are we in?
- Who are our customers?
- Who, inside and outside of the organization, do we serve?
- What do we provide our customers?

Sample Mission:

The aim of the SHOCAP is to enable juvenile-related professionals to use the system more effectively to respond to serious juvenile crime.

Our Mission:

Goals

Goals should:

- Be few in number;
- Include critical business outcomes;
- Be doable in one to two years;
- Be general so as to allow for creativity in achieving them;
- Have a target date;
- And consider the customer's requirements, the organization's expectations, and the needs of the partners.

Sample Goal:

To reduce serious juvenile crime by 10% over the next two years.

Our goals:

Objectives

- Must be ***“specific”***.
- Must be ***“measurable”***.
- Must identify who is ***“accountable”***.
- Must be ***“realistic”***.
- And must be ***“timely”***.

Sample Objectives:

- Establish a SHOCAP Steering Committee that represents varied perspectives by 11/30/2002;
- Develop a local SHOCAP plan by 3/31/2003;
- Set up interagency communication systems that improve SHO monitoring by 6/30/2003.

Our Objectives:

FAIRFAX COUNTY, VIRGINIA

SERIOUS OR HABITUAL OFFENDER
COMPREHENSIVE ACTION PROGRAM (SHOCAP)

SHOCAP ACTION PLAN

June 16, 1995

I. **Mission Statement**

The Serious or Habitual Offender Comprehensive Action Program, hereafter referred to as SHOCAP, is a comprehensive and cooperative information sharing and case management program. It is designed to enable juvenile-related agencies to share information about serious or habitual juvenile offenders in order that comprehensive, coordinated services can be provided for juveniles, and the community can be protected from serious juvenile crime. The Virginia General Assembly enacted the program under Article 14.1, § 16.1-330.1. The legislation was passed in response to the sudden, unexpected surge in violence, in part due to the increase in violent juvenile crime as noted by the Governor's Commission on Violent Crime (December, 1992 Executive Summary of the Study of Serious Juvenile Offenders.) The Commission noted that the juvenile murder arrest rate in Virginia has climbed over 177% since 1983, 148% for aggravated assault, and 42% for rape.

The aim of the SHOCAP is to enable juvenile-related professionals to use the system more effectively to respond to serious juvenile crime. The SHOCAP is designed to focus on the small number of serious juvenile offenders in Fairfax County as they are responsible for a disproportionate amount of serious activity and are consuming law enforcement resources, overburdening the courts, and increasingly requiring the attention of school personnel. According to the Report of the Youth Violence Committee (Fairfax County Public Schools, Fairfax County Juvenile Court, and Fairfax County Police Department, May 1993) "the Fairfax County community has witnessed large increased in violent youth behavior over the last six years as reported by the Juvenile Court. The Juvenile Court, from FY 1987 through FY 1992, saw a 53% increase in simple assault, a 100% increase in serious personal assaults, and a 114% increase in weapons violations." The Committee concluded its study by stating that the rising levels of youth violence in the community are reflected in increases in serious conduct problems within the schools, and the solution to the problem lies in a coordinated response between county agencies, and establishing the means to ensure communication among agencies was one of the specific strategies.

The confidentiality laws governing disclosure of information pertaining to court-involved juveniles has often stood in the way of establishing this communication amongst county agencies. The SHOCAP legislation now provides a way to develop this strategy.

II. **Fairfax County Goals/Objectives**

The SHOCAP has two primary goals. One is to protect the community from violent crime. The second is to ensure comprehensive, coordinated service delivery to serious or habitual juvenile offenders. A serious or habitual offender is defined by the SHOCAP

legislation as a juvenile who has been adjudicated delinquent or convicted of (i) murder or attempted murder, armed robbery, any felony sexual assault or malicious wounding or (ii) adjudicated at least three times for offenses which would be felonies or Class 1 misdemeanors if committed by an adult. Qualifying adjudications include only those for offenses occurring after 7/1/93. The Fairfax County SHOCAP committee has further defined the types of offenses/factors that will be included in identifying a serious or habitual offender in order to help referring agencies determine the type of youth to refer in the level one and two categories. This information is listed in Attachment A.

The local SHOCAP committee will include representatives from local law enforcement, schools, the Commonwealth's Attorney's office, Juvenile Court services, mental and medical health agencies, local children and family service agencies and the Department of Youth & Family Services. SHOCAP will enable Fairfax County to mobilize these community agencies to focus on a specific population in a comprehensive manner. The SHOCAP committee will have the opportunity to share among its members, selected information on identified serious or habitual juvenile offenders in order to enhance supervision and treatment efforts. The sharing of this information within the SHOCAP committee agencies is limited to direct service providers and those who provide community conduct control and supervision as defined by the agency administration. All records and reports generated by the committee will be kept confidential.

DEFINITION OF APPROPRIATE TERMS:

"Adjudication" means any adjudication resulting from a criminal incident. If three offenses occur during a single criminal incident, the resulting court adjudication shall be considered a single adjudication.

"Direct Service Provider" means any employee of any of the following agencies that provides direct services to the serious or habitual offender: local law enforcement, school, Commonwealth's Attorney, juvenile court services, juvenile detention center or group home, mental and medical health, local children and family services, and Department of Youth and Family Services.

"SHOCAP Committee" refers to that particular committee established by action of the governing board of a city or county of the Commonwealth. It shall consist of representatives from local law enforcement, schools, attorneys for the Commonwealth, juvenile court services, juvenile detention centers or group homes, mental and medical health agencies, local children and family service agencies, and the Department of Youth and Family Services, all of whom provide direct services to the identified juveniles. The Fairfax County Board of Supervisors passed a resolution on 9/26/94 authorizing the establishment of a SHOCAP committee in this jurisdiction.

III. Organizational Structure

SPECIFIC AGENCIES/ORGANIZATIONS:

The Fairfax County SHOCAP committee includes representatives from the following agencies: Fairfax County Police Department, Fairfax City Police Department, Herndon Police Department, Vienna Police Department; Fairfax County Juvenile Court, Fairfax County Public Schools, Fairfax County Department of Family Services (formerly Human Development), Fairfax-Falls Church Community Services Board (specifically Mental Health Services, and Alcohol and Drug Services), Fairfax County Health Department, Commonwealth's Attorney, and the Virginia Department of Youth and Family Services.

ORGANIZATIONAL LEVEL(S) OF REPRESENTATIVES:

Each agency will provide at least one representative, at the line supervisor or lower management level, to serve on the SHOCAP committee. Attachment B lists the specific agency personnel assigned to the SHOCAP committee. There will be only one committee to serve the County and its City of Fairfax, and Towns of Herndon and Vienna. The Fairfax County Juvenile Court and Fairfax County Police Department will co-lead the program and chair the committee. In addition, each agency will provide a qualified alternative representative in the event that the primary representative is unavailable to attend the committee meeting. The SHOCAP committee will meet once each month to listen to case presentations for eligibility determination.

The committee will be responsible for the actual identification/screening of serious offenders and information dissemination, as well as treatment planning. Decisions as to which juveniles meet the criteria for SHOCAP identification will be made by vote and a majority rules, given that at least 60% of the required agencies are represented at the meeting.

COMMUNICATION COORDINATION/INFORMATION DISSEMINATION:

Agency representatives on the SHOCAP committee will be responsible for developing a method of providing their direct service providers with the pertinent information on SHO's (youth identified by the committee as a serious or habitual offender) within their agencies. The Fairfax County SHOCAP committee representatives will be responsible to collect data from their respective agency to update information in the SHO's file by either physically providing data to the Fairfax County Police Department SHOCAP coordinator or calling at least once each month. The provision of any verbal or written client information by an agency to the SHOCAP committee or SHO file shall follow applicable confidentiality information release regulation/procedure. Each agency will develop guidelines and a procedural memorandum, along with training of key personnel, to ensure an understanding of the restrictions of further release of confidential information generated by the SHOCAP committee.

The Fairfax County Juvenile Court will also provide a SHOCAP coordinator who will disperse information provided by the Police coordinator to assigned probation staff. The Juvenile Court will identify SHO's to probation/intake staff by the listing of a specific label on the Court's JUVARE computer management system.

The Police coordinator will enter the names of SHO's on the county warrant computer system so that patrol officers can readily identify a juvenile's status as a SHO if community contact is made, through the Computer Aided Dispatch system in the patrol vehicles. Law enforcement agencies outside the county will need to make telephone contact with the police warrant desk to run a status check.

COMMUNICATION WITH OTHER SHOCAP COMMITTEES:

The Fairfax SHOCAP committee will be authorized to communicate with surrounding jurisdictions that have SHOCAP committees in regards to SHO's. These jurisdictions are currently known to be Prince William County, Arlington County, and Alexandria City.

IV. Case File Management

SCREENING PROCESS:

Any SHOCAP agency may make a referral of a juvenile to the SHOCAP committee for identification as a SHO. It is most likely that the main referring agencies will be the Juvenile Court and Police Department, because their legal responsibilities require collection of criminal history information for public safety and they have ready access to this data.

The Juvenile Court has developed a computer analysis program that will be run once every three months to provide a list of youth that meet the initial criteria of a SHO. In the interim periods probation staff and supervisors will be able to identify cases through the existing case management system and make referrals to the committee.

The agency which makes the referral will be required to submit a face sheet (see Attachment C) with pertinent information at least two weeks prior to the SHOCAP committee meeting. This will allow the committee representatives adequate time to research the nominated youth's background within their respective agency in time for the next meeting. The referring agency will be required to have an agency member (probation officer, supervisor, police officer, principal, or SHOCAP committee agency member) present the history of the case to the SHOCAP committee prior to a decision as to formal identification as a SHO. The committee will base their decision on individual circumstances of each case using the guidelines for referrals previously identified. The committee will attempt to limit the number of active SHO's to approximately 25 in the first year to ensure the system's capacity to manage that amount of organized information sharing and response.

CASE FILE CONTENTS:

The SHOCAP committee will develop a case file on identified SHO's. All other referrals that are not identified will be destroyed. The Police department SHOCAP coordinator will be responsible for the collecting and managing of the file which will be on a software program. Only the coordinator will dispense information to authorized direct service providers as designated by SHOCAP agencies and their representatives.

SHOCAP ACTION PLAN

Page 5

The file will contain information from the following areas:

- A. Identifying Information
- B. Picture (if available)
- C. Criminal History
- D. Field Interviews (police)
- E. Incident Reports (police)
- F. Known Associates
- G. Modus Operandi
- H. Driving Record
- I. School Attendance, Disciplinary Action Resulting from a Criminal Act
- J. Employment History
- K. Family Information/Victimization History
- L. Social History
- M. Probation/Parole Information and Terms
- N. Court Dispositions
- O. Summary Sheet

The Committee will seek to update this file regularly with information that is appropriate, relevant, and timely on the activities of the SHO. Cases will be divided into two categories; active and inactive. Active cases will be monitored and supervised by committee agencies. Inactive cases are those youth who have been identified but are either 1) currently not in the community (due to residential placement, long term detention, or commitment to the Department of Youth & Family Services institutions) or have completed a period of supervision (probation and parole, etc.) and are deemed not to present an imminent danger to the community. The inactive case will be kept on file until at least a youth's 18th birthday, at which time the Committee will decide to either destroy the material or refer the case to the ROP committee (Adult Repeat Offender Program with Fairfax County Police Department).

GRANT COUNTY COMMUNITY CORRECTIONS

Project SHOCAP/SAFE POLICY

Job Description: Coordinator

The Coordinator will be responsible to the Director of Community Corrections or his designated individual. Professional qualifications consist of at least a bachelors degree and/or equivalent experience, with probation officer certification completed after hire. Salary range, wages and benefits are specified under the Project SHOCAP/SAFE POLICY funds for a full time position. Duties and responsibilities are as follows:

1. Coordinate the implementation and completion of the network Data Base for SHOCAP/SAFE POLICY.
2. Communicate with all SHOCAP/SAFE POLICY team members regarding meetings, training and collaborative agreements.
3. Maintain the criteria established for "at risk" and SHOCAP juveniles to ensure target population is served.
4. Facilitate the SafeFutures Care Coordination Team meetings.
5. Maintain a yearly calendar with meetings scheduled for SHOCAP team, SAFE POLICY team and Executive board which are held to discuss cases.
6. Disseminate information in a timely manner to all SHOCAP/SAFE POLICY members.
7. Maintain a complete SHOCAP/SAFE POLICY master file and profile.
8. Maintain contact with O.J.J.D.P. with regard to training and coordination of technical assistance.
9. Complete all necessary records or paperwork as assigned by the director or his designee.
10. Ensure memorandum of commitment are signed and processed.
11. Maintain the daily bulletin board and ensure all information is placed on computer for daily review.
12. Other duties as assigned by the Director.

Indiana SHOCAP/SAFE POLICY Program

The SHOCAP/SAFE POLICY concept is driven by the exchange of information and organized cooperation of agencies, to that end the program adheres to the following structure:

EXECUTIVE BOARD

The executive board is the body which provides direction and support to the program. While the Chief Executive Officer of each agency is the actual representative to the board, it is more practical for each to appoint a member. The board will also include the SHOCAP Project Director. The selected members are to be top level managers in their respective agency, traditionally school principals, office managers, area heads, or division commanders. The board meets every other month excluding a December meeting, then starting the New Year in January. The chairman or co-chairman will be elected from the floor in the November meeting of each year. A secretary will also be elected. The secretary will be responsible for keeping meeting notes and the mailing of meeting announcements and agendas. The board will resolve any policy issues which are brought to their attention by vote.

SAFE POLICY SCREENING TEAM

The screening team is the body which actually works on the at risk list and discusses individual cases and action plans. The members of this team are selected by the agency executive. These members are the line staff of the involved agency. Traditional members are vice or associate principles, school attendance personnel, school counselors, probation officers and school resource police officers. This body is the first line forum to exchange information. The "at risk" list is reviewed, individual cases are discussed and referrals made. Action plans designed for specific issues are outlined and enacted. This team meets once a month excluding June, July, and August. The chairmanship of the team is rotated alphabetically to each school representative in March of each year. The chair is responsible for the keeping of notes and mailing meeting agendas. The chairperson may also attend the executive board meetings.

SHOCAP SCREENING TEAM

This team meets on a monthly basis. The membership is made up of representatives of the agency executive. These members are the line staff of the involved agency. Traditional members are vice or associate principles, school attendance personnel, school counselors, probation officers and school resource police officers. This body is the first line forum to exchange information. The team reviews actual candidates who should be given SHO status. The team forms and implements the action plan for each SHO. Members of this team meet with the SAFE SCREENING TEAM to exchange information and involve the other agencies in the action plans. The team is also responsible for the forming of SHO files with each agency contributing to the file. These files are reviewed at each meeting and update assignments given.

This team also makes recommendations to the executive board for policy changes and criteria enhancement. The team is chaired by the SHOCAP Project Director.

The Director of Community Corrections shall serve as a SHOCAP Project Director. The Project Director shall be responsible to produce and keep current the SHOCAP member list and disseminate it to member agencies. The Project Director shall be responsible to notify agencies of the SHOCAP file information requests. The SHOCAP Director shall be responsible to maintain the complete SHOCAP member master file and profile. The SHOCAP Project Director will also serve as the liaison with the Office of Juvenile Justice and Delinquency Prevention, United States Department of Justice and the appointed consulting agency for the program. The director shall also be responsible for the reports required by O.J.J.D.P. or the project consulting agency.

Technical assistance offered by the O.J.J.D.P. or the project consulting agency will be evaluated by the screening team and reviewed with approval by the SHOCAP Project Director.

Policy May Address...

Normally policy can address many things, including:

- Memorandums of Understanding
- Methods to identify early warning signs of potential SHOs
- Methods to provide regular sharing, updating, and quality control of the information between all components of SHOCAP
- Proper placement of the SHO
- Procedures to prevent the inappropriate pretrial release of SHOs
- Design and implement a comprehensive case management system to monitor SHOs
- Data collection and dissemination of documentations
- Policies for sharing information
- Case management system for individual SHO plans
- Policies to ensure detention of SHOs after adjudication and until placement
- Create a supervision plan for the SHO
- Provide for placement in aftercare programs

SEMINOLE COUNTY
SERIOUS HABITUAL OFFENDER
COMPREHENSIVE ACTION PROGRAM
(SHOCAP) COUNCIL

BYLAWS

Article I
NAME

The name of this organization shall be the Seminole County Serious Habitual Offender Comprehensive Action Program (SHOCAP) Council, hereinafter referred to as the Council.

Article II
PURPOSE AND POLICIES

Section A
Authority:

The Council is authorized by Chapter 39, Florida State Statutes and serves the citizens of Seminole County in addressing juveniles categorized as at risk serious habitual offenders, near serious habitual offenders, and serious habitual offender.

Section B
Purpose:

The purpose of the Council is to provide an interagency case management system that enables law enforcement, the juvenile court, prosecutors, schools, probation, corrections, and social and community after-care services agencies to make informed decisions about a small number of juveniles who repeatedly commit serious crimes or continually commit less serious crimes. In addition, issues pertaining to juveniles who are considered at risk would be addressed by the Council.

Article III
MEMBERSHIP

Section A
General Membership:

The Council's General Membership shall include no more than three (3) representatives from each of the following agencies, organizations, or groups:

- 1) Board of County Commissioners
- 2) Department of Juvenile Justice
- 3) Health and Rehabilitative Services (H.R.S.)
- 4) Juvenile Division, Circuit Court, Seminole County
- 5) Seminole County Public School System
- 6) Juvenile Division, Office of the State Attorney, Eighteenth Judicial Circuit

- 7) Seminole County Sheriff's Office
- 8) Altamonte Springs Police Department
- 9) Casselberry Police Department
- 10) Lake Mary Police Department
- 11) Longwood Police Department
- 12) Oviedo Police Department
- 13) Sanford Police Department
- 14) Winter Springs Police Department
- 15) Chambers of Commerce
- 16) Any other governmental organization or community agency, public or private, including but not limited to religious organizations, counseling agencies, public housing authorities, etc.

Section E

Removal:

- 1) Cause for removal shall include:
 - a) Failure to comply with the purpose and policies of the Council.
 - b) Failure to attend three (3) consecutive regularly scheduled meetings without being excused by an officer of the Council.
 - c) Excessively disruptive behavior at a meeting.
- 2) A member may be removed from the Council by a majority vote of the Council members present at a regular meeting, so long as the said member has been given at least ten (10) days prior written notice that the subject of his or her removal will be addressed at the meeting. If a member is removed, the appointing agency or person shall be immediately notified in writing in order that a replacement member may be appointed.

Article IV
OFFICERS

Section A

Positions:

The below listed positions shall be considered the officers of the Council:

- 1) Chairperson
- 2) Co-Chairperson
- 3) Secretary
- 4) Treasurer

Chairperson

- 1) Notify the appointing agency head of any representative removed for cause.
- 2) Attend or appoint a member of the Executive Board to represent the Council at meetings of significant importance to the Council.

Co-Chairperson

- 1) Perform the duties of the Chairperson in the absence of the Chairperson or when directed to do so by the Chairperson.
- 2) Perform other tasks or duties as directed by the Chairperson.

Secretary

- 1) Prepare minutes of the Council meetings, maintain a record of the minutes and distribute the most recent minutes before the next regular meeting.
- 2) Maintain membership and attendance records.
- 3) Maintain files pertaining to all activities related to the Council.
- 4) Notify all members of the meeting dates, times and locations.
- 5) Perform other tasks or duties as directed by the Chairperson.

Treasurer

- 1) Obtain and maintain custody of the Council's funds.
- 2) Deposit the Council funds in a bank as the Chairperson may direct.
- 3) Dispose of the Council funds under the general direction of the Chairperson.
- 4) Cause to be audited, on an annual basis and upon change of Treasurer, the accounts of the Council.

Section E

Quorum:

- 1) At least one-third of the members of the Executive Board, including one officer must be present at any meeting in order to constitute a quorum for conducting business.
- 2) All motions and actions proposed at any meeting shall become effective upon a majority vote of the Executive Board members present and voting.

Section F

Voting:

Each Executive Board member shall be entitled to one vote, except the Chairperson, who shall vote only in the event of a tie, and who shall then cast the deciding vote.

Article VI
COMMITTEES

Composition:

Each committee, deemed necessary by the Executive Board, shall consist of a Chairperson appointed by the Council Chairperson and committee members made up of volunteers from the general membership.

ORANGE COUNTY SHOCAP INITIATIVE

BYLAWS

ARTICLE I

NAME AND LOCATION

The name of the inter-agency steering committee shall be known as the Orange County SHOCAP Initiative and shall be located in Orange County, State of Florida.

ARTICLE II

GENERAL NATURE AND MISSION

The Orange County SHOCAP Initiative will focus on establishing a cooperative county-wide effort to identify habitual youthful offenders; to develop and implement a process and method of information sharing leading to an improved response for troubled, problem, and delinquent youth in the Orange County community.

ARTICLE III

MEMBERS

Section 1: Membership will consist of agencies involved in providing services to children and their families. The membership will include, but is not limited to, the following participating agencies:

Apopka Police Department
Department of Juvenile Justice
Eatonville Police Department
Edgewood Police Department
Florida Department of Corrections
Florida Department of Law Enforcement
H.R.S.
Juvenile Court Administration – Judges
Juvenile Probation-Delinquency Case Management
Maitland Police Department
Ninth Judicial Circuit – State Attorney’s Office
Ocoee Police Department
Orange County Clerk of Courts – Juvenile
Orange County Corrections
Juvenile Assessment Center

ARTICLE IV

OFFICERS

The Orange County SHOCAP Initiative shall elect a Chairperson, Vice-Chairperson, and a Secretary on a yearly basis. The election shall take place at the first meeting in January of each year. All terms are to last, but are not limited to one (1) year.

Chairperson: The Chairperson will preside at the monthly meetings, as well as any special meeting called by the SHOCAP Initiative. The Chairperson will represent the SHOCAP Initiative and appoint sub-committees, as well as insure that all actions that are brought about by the SHOCAP Initiative will be in good standing.

Vice-Chairperson: The Vice-Chairperson will preside at meetings in the absence of the Chairperson and will assist the Chairperson in any other duties that may be deemed necessary.

Secretary: The Secretary will take notes at the SHOCAP Initiative meetings, as well as any special meetings called by the SHOCAP Initiative, and will insure that copies are distributed to interested parties. The Secretary will also keep needed records and will initiate needed correspondence.

ARTICLE V

MEETINGS

Regular Orange County SHOCAP Initiative meetings will take place on a monthly basis, with special meetings convened as needed.

The meeting locations can be rotated between agencies, if needed.

Meeting times will be decided by the consensus of the SHOCAP Initiative.

GADSDEN COUNTY
SERIOUS HABITUAL OFFENDER
COMPREHENSIVE ACTION PROGRAM
(SHOCAP) COUNCIL

BY LAWS

ARTICLE I

Name and Location

The name of the inter-agency steering committee shall be known as the Gadsden County Serious Habitual Offender Comprehensive Action Program (SHOCAP) Council and shall be located in Gadsden County, State of Florida.

ARTICLE II

Purpose and Policies

Section A
Authority

The Council serves the citizens of Gadsden County in addressing juveniles categorized as at risk serious habitual offenders, near serious habitual offenders, and serious habitual offenders as defined in Florida Statutes Chapter 39.0585(1) (c): As used in this section, "a juvenile who is at risk of becoming a serious habitual offender" means a juvenile who has been adjudicated delinquent and who meets one or more of the following criteria:

1. Is arrested for a capital, life, or first degree felony offense or sexual battery.
2. Has five or more arrests, at least three of which are for felony offenses. Three of such arrests must have occurred within the preceding 12 month period.
3. Has 10 or more arrests, at least 2 of which are for felony offenses. Three of such arrests must have occurred within the preceding 12 month period.
4. Has four or more arrests. At least one of which is for a felony offense and occurred within the preceding 12 month period.
5. Has 10 or more arrests, at least 8 of which are for any of the following offenses:
 - a. Petit theft;
 - b. Misdemeanor assault;
 - c. Possession of controlled substance;
 - d. Weapon or firearm violation; or
 - e. Substance abuse.

Four of such arrests must have occurred within the preceding 12 month period.

6. Meets at least one of the criteria for youth and street gang membership.

ARTICLE III
Members

Section A

Membership will consist of agencies involved in providing services to children and their families. The membership will include, but is not limited to, the following participating agencies:

Quincy Police Department
Gadsden County Sheriff's Department
Greensboro Police Department
Chattahoochee Police Department
Havana Police Department
Midway Police Department
Gretna Police Department
Department of Juvenile Justice
State Attorney's Office
Public Defender's Office
Honorable P. Kevin Davey, Circuit Judge
Gadsden County Clerk of Court – Juvenile
Alternative Sanctions – Juvenile Court System
Civil Citation
State of Florida Probation
Gadsden County Probation
Gadsden County School Board
Gadsden County Drug Free Schools
Youth Connection
North Florida Educational Development Corporation/Youthbuild
City of Quincy Recreation Department
Gadsden County Health Department
Gadsden Neighbors and Partnership

Section B:

Other agencies wanting to participate in the Gadsden County SHOCAP Council may send a representative to the monthly SHOCAP meeting so that meeting participants may have the opportunity to ascertain what this agency will contribute to the Gadsden County SHOCAP Council.

Section C:

To remain in good standing, all agencies must actively participate in the Gadsden County SHOCAP Council. Agencies should send a representative to the monthly SHOCAP meetings so that problems and issues can be addressed. If an agency does not actively participate, the respective agency head will be notified by the SHOCAP Council Chairman so that future involvement can be addressed.

At least 1/3 of the members of the steering committee must be present in order to constitute a quorum for conducting business.

All motions and actions proposed at any meetings shall become effective upon a majority vote of the steering committee present and voting.

In the event an issue may arise which cannot be resolved in the routine order of business, the issue will be forwarded to the Executive Board for recommendation.

ARTICLE V
Officers

The Gadsden County SHOCAP Council shall elect a Chairperson, Vice-Chairperson and a Secretary.

Chairperson: The Chairperson will preside at the monthly meetings, as well as any special meetings called by the SHOCAP Council. The Chairperson will represent the SHOCAP Council and appoint sub-committees, as well as insure that all actions brought about by the SHOCAP Council will be in good standing.

Vice-Chairperson: The Vice-Chairperson will preside at meetings in the absence of the Chairperson and will assist the Chairperson in any other duties that may be deemed necessary.

Secretary: The Secretary will take notes at the SHOCAP Council meetings, as well as any special meetings called by the SHOCAP Council, and will insure that copies are distributed to interested parties. The Secretary will also keep needed records and will initiate needed correspondence.

Elected officers must be active members of the steering committee and must have completed some type of organized SHOCAP training.

ARTICLE VI
Fiscal Management

At this time, there is not need for any audit, incorporation papers, or a fiscal officer.

In the event such functions become necessary due to the expansion of SHOCAP resource, fiscal management will be developed and implemented.

Program Coordinator

Who will serve as Program Coordinator? What will the Program Coordinator do?

Organizational Structure

What decision-making or coordinating committees are needed? How often will they communicate? How will they communicate?

Areas Where Policies & Procedures are Needed:

[E.g., Definition of a “SHO”; who is empowered to make which decisions; when and how will staff communicate with one another]

Who is the SHO in Your Community?

There are no hard and fast rules governing the SHO criteria, but there are recommendations:

SHOCAP Serious Habitual Offender Criteria:

5 arrests with 3 arrests chargeable as felonies and 3 arrests within the last 12 months

Or

10 arrests with 2 arrests chargeable as felonies and 3 arrests within the last 12 months

Or

1 arrest for 3 or more burglaries, robberies, or sexual assaults within the preceding 12 months

Or

10 total arrests, 8 or more for misdemeanor crimes of theft, assault, battery, narcotics or controlled substance abuse, possession of weapons and has 3 arrests within the preceding 12 months.

Other communities:

Collier County Florida:

- The youth must be at least 13 years of age at the time of the disposition for the current offense and has been adjudicated on the current offense for:
 - arson;
 - sexual battery;
 - robbery;
 - kidnapping;
 - aggravated child abuse;
 - aggravated assault;
 - aggravated stalking;
 - manslaughter;
 - murder;
 - unlawful throwing, placing or discharging of a destructive device or bomb;
 - armed burglary;
 - aggravated battery;
 - lewd or lascivious assault or act in the presence of a child; or

- carrying, displaying, using, threatening, or attempting to use a weapon or firearm during the commission of a felony.
- The child has previously been committed at least 2 times to a delinquency commitment program;
- Is currently committed for a felony offense and transferred from a moderate risk or high risk commitment placement.

Davis County and Salt Lake County, UTAH:

Youth who have been convicted of 8 or more misdemeanors or 4 felonies or 1 person felony or 1 firearm felony and have had a referral to juvenile court within the last 12 months are qualified as SHOCAP youth.

Howard County Indiana:

A SHO is a juvenile who has:

- been charged and adjudicated of at least two (2) delinquent acts that would be felonies if committed by an adult and has accumulated ten (10) points; OR
- accumulated fourteen (14) points with two (2) adjudications, one (1) of which involves a crime against a person, weapons offenses, or dealing in substances;

A juvenile offender is identified as a SHO according to a carefully defined point system based on the juvenile's choice behavior:

- Class A Felonies = 5 Points
 - Class B Felonies = 4 Points
 - Class C Felonies = 3 Points
 - Class D Felonies = 2 Points
 - Misdemeanors and Status Offenses = 1 Point
-

A **Near SHO** is a juvenile who has:

- been charged and adjudicated of at least two (2) delinquent acts that would be felonies if committed by an adult and accumulated nine (9) points; OR
- accumulated fourteen (14) points with one (1) adjudication involving a crime against a person, weapons offenses, or dealing in substances; OR
- accumulated twenty (20) points with one (1) felony adjudication.

A juvenile offender is identified as a Near SHO according to a carefully defined point system based on the juveniles choice behavior.

- Class A Felonies = 5 Points
- Class B Felonies = 4 Points
- Class C Felonies = 3 Points
- Class D Felonies = 2 Points
- Misdemeanors and Status Offenses = 1 Point

When defining SHO's for your community remember to assess which programs/services they have already been referred to and which ones they may need. The following may help you in determining which services/programs your SHO's may need.

Department of Children and Families
Public Housing
Family Counseling/Intervention Programs
Substance Abuse Programs
Alternative Schools
Consequence Units
Life Skills Programs
Various non-traditional programs

Child Welfare
Diversion Programs
Mentor Programs
After School Programs
Restitution Programs
Mental Health Programs
Truancy Reduction/Abatement
Programs

SHO Profiles

Erie County Indiana is a community of approximately 100,000 residence. The majority of the citizens, over 75,000, reside in the largest city, Skullville. Skullville has a large industrial base with four large corporations, which includes an automotive plant, a computer manufacturing plant, and engineering firm, and an accounting firm. The remaining citizens are equally divided between two small municipalities, Kendallville and Button City, which are considered rural. The major industry in Kendallville and Button City is farming.

The community is comprised of three separate school corporations, serving each of the municipalities. Skullville High School has 3,000 students in attendance. The suspension rate for students ranks as the highest per capita in the state. Johnny Miller is a junior at Skullville High School. Johnny has been arrested twelve times for offenses that include: battery (3 times), felony intimidation (2 times), disorderly conduct (2 times), theft, felony battery with serious bodily injury, runaway, truancy, and incorrigibility (ungovernable). For these offenses, Johnny has been adjudicated for intimidation, felony battery, disorderly conduct and runaway. Johnny is presently on probation with a suspended sentence to the state department of corrections. Johnny has been suspended from school six times during the present school year for insubordination, truancy, and smoking in the bathroom. Prior to his involvement with the Court, Johnny was also determined to be a Child In Need of Services as a result of a substantiated abuse at the age of 8. Johnny's parents are presently separated, with his father unemployed and living with his girlfriend. Johnny's mother is living with her mother, pending a possible reconciliation. Johnny, at times, lives with his father, but has been left with friends for the past month.

Button City High School has approximately 700 students. Elijah Miller is a freshman at Button City and is well known to school officials for a history of behavioral problems. Due to this history, Elijah has been placed in the emotionally handicapped classroom for the past several years. Elijah's criminal history includes auto theft, criminal recklessness, criminal mischief, theft, truancy, and runaway. Elijah is presently on probation for the offense of felony theft and criminal recklessness. Elijah's father is presently in prison, serving an 8 year term for attempted murder. Elijah has little supervision due to his mother's employment at the automotive plant. Prior to his father's incarceration, law enforcement has seven calls for service to the home for domestic violence.

Kendallville High School has an enrollment of 1500 students. David Taylor is a sophomore at Kendallville. David has a history of poor school performance and substance abuse. David has been referred to the school corporation's alternative programming to meet his needs academically and socially. David has been arrested twenty times, for offenses that include possession of marijuana (6 times), illegal consumption of alcohol (8 times), felony possession of cocaine, felony theft, conversion (or petty theft) (3 times), and runaway. David currently attends intensive outpatient therapy to address his substance abuse as part of his probation term. David continues

Racial Profiling

Racial and ethnic profiling, real or imagined, strikes at the heart of any truly effective community policing strategy – public trust.

Disproportionate Minority Confinement, or the overrepresentation of minority youth in juvenile detention and correctional facilities, is the most visible manifestation of this problem, which occurs at all points in the juvenile justice process.

Suggestions to reduce the likelihood or appearance of Racial Profiling or disparate treatment:

- Have minority representation on your SHOCAP team
- Include minority communities in the process early
- Eliminate subjective criteria for SHO's
- Use collective decision-making rather than single decision-makers
- Work with local communities to determine fair and positive interventions and services to change SHO's behaviors

Federal Laws and Information Sharing

Privacy Act of 1974 (U.S.C. § 522 (a); 1 CFR § 425.1 et seq.)

This Act applies to all records about individuals which are collected by all Federal agencies. This statute prohibits any Federal agency from disclosing individually identifiable records maintained on a records system which can be retrieved by a person's name or identification number without the person's consent. Although the law does allow for disclosure of records without consent under limited circumstances, it does not give authorization to a parent or guardian or a minor to give consent to disclosure a minor's medical records. But a minor can give consent to release records and disclosure without consent is allowed to other governmental agencies for civil or criminal law enforcement purposes, instances where the health or safety of the person are endangered, or by court order. Thus, this Act does not present a major impediment to information-sharing programs.

Youthful Offenders Law (18 U.S.C. § 5038)

This Act requires that records of juvenile delinquency proceedings in Federal district courts be safeguarded from disclosure to unauthorized persons except under a variety of circumstances that fit directly into the needs of an information-sharing program. These include: when inquiries are made from another court of law, agencies preparing persistence reports, investigative law enforcement agencies, treatment agencies assigned by a court, agencies investigating for employment or matters of national security, and inquiries by a victim regarding disposition. Thus, it is unlikely that this law will pose a barrier to the sharing of information.

Family Educational Rights and Privacy Act of 1974 (20 U.S.C. § 1232g; 34 CFR Part 99)

The Family Educational Rights and Privacy Act (FERPA), also known as the "Buckley Amendment," applies to "educational agencies and institutions" that receive funds under any program administered by the U.S. Secretary of Education. This includes virtually every public elementary and secondary school and school district, and most postsecondary institutions in the United States. FERPA protects the privacy interests of parents and students in education records maintained by the agency or institution. Parents or students who are 18 years of age or attending postsecondary institutions must provide a *signed and dated written consent* before an educational agency or institution may release personally identifiable information from a student's education records, except in conditions specified by statute.

FERPA does not provide for the confidentiality of information in general but protects the disclosure of information *from education records*, which are defined as those records that are *directly related to a student and maintained by an educational agency or institution or by a party acting for the agency or institution*. Records are defined as any

information recorded in any way, including handwriting, print, computer media, video or audio tape, microfilm and microfiche.

Under these provisions, a teacher or other school official is generally free to disclose information about a student, or a student's family, based on personal knowledge or observation *unless that information is obtained from an education record*. However, this general rule does not necessarily apply where the individual who discloses information about a student based on personal knowledge or observation had an official role in making a determination that generated a protected education record. For example, a teacher may not disclose a grade that the teacher proposes to give a student but that has not yet been recorded in any way. In contrast, a teacher may contact local law enforcement authorities to report a violent altercation among students that the teacher witnessed. But once a record of the incident is created and maintained by the educational agency or institution attended by the student, the teacher may not disclose personally identifiable information about a student involved in the altercation, except in accordance with FERPA requirements.

FERPA does not restrict the types of information that an educational agency or institution may receive and maintain about students and provides specifically that education records may include information about disciplinary actions taken against students. It should be noted that FERPA excludes from the definition of "education records" and, therefore, from the protections against nonconsensual disclosure, records of the *law enforcement unit* of an educational agency or institution. This includes only records of the agency's or institution's law enforcement unit that were created and maintained by that unit *for a law enforcement purpose*, which means enforcement of any Federal, State, or local law. It does not include disciplinary records concerning violations of school policies and codes of conduct, including conduct that posed a significant risk to the safety of students or other members of the school community. But disciplinary records may be disclosed in accordance with FERPA exceptions to the prior written consent rule.

There are several specific exceptions to the prior written consent rule under FERPA that may permit educational agencies and institutions to share information from the education records of at-risk delinquent juveniles as part of a properly constructed MDISS. Note that where personally identifiable information is disclosed without consent under FERPA, in most instances the educational agency or institution must maintain a record of each disclosure that includes the parties who have requested or received personally identifiable information and their legitimate interests in obtaining the information. In addition, educational agencies and institutions may disclose information from education records only on the condition that the recipient will not again disclose the information without prior written consent, unless the again disclosure falls within one of the exceptions to the prior written consent rule and the institution's record of disclosure specifies these additional parties and their legitimate interests. If the Department determines that a recipient of information from education records has violated these provisions, the educational agency or institution may not disclose information to that party for at least five years.

The most pertinent of these exceptions permits nonconsensual disclosure to *State and local officials or authorities* to whom the *information is specifically allowed to be reported or disclosed pursuant to a State statute if the reporting or disclosure concerns the juvenile justice system and its ability to effectively serve the student whose records are released*. If the State statute in question was adopted after November 19, 1974, the reporting or disclosure must concern the juvenile justice system's ability to serve the *student prior to adjudication*. This means that the disclosure may not be made solely for the purpose of supervising an adjudicated delinquent. In any case, the officials and authorities to whom information from education records is disclosed must *certify in writing* that the information will not be disclosed to any other party, except as provided under State law, without the prior written consent of the parent or eligible student.

Educational agencies and institutions may also release without consent personally identifiable information that has been designated as "directory information" in accordance with FERPA requirements. Directory information includes the student's name, address, date of birth, dates of attendance ("from and to" dates of enrollment), and other general information that is not considered an invasion of privacy if disclosed. However, directory information does not include a student's social security or other identification number. Also, parents and students have the right to refuse to allow agencies and institutions to disclose directory information without consent.

FERPA contains other exceptions for nonconsensual disclosure that may be of value in establishing a MDISS, including disclosures in connection with a *health and safety emergency* and in compliance with a *judicial order or lawfully issued subpoena*.

FERPA allows for the sharing of information under a variety of circumstances – parental or eligible student consent, judicial order, subpoena, State statute which allows for sharing, health and safety emergency – and should not pose a problem for the sharing of information from schools to other agencies participating in any information-sharing program. Furthermore, FERPA does not impede, in any way, a school from receiving information from any other participant in such a program.

Computer Matching and Privacy Protection Act of 1988 (5 U.S.C. § 552a)

This Act mandates that no computer record can be disclosed to a recipient agency or non-Federal agency in a computer matching program except pursuant to a written agreement specifying the purpose for collection of the information and procedures for ensuring its security. This information includes any item, collection, or grouping of personally identifiable information about an individual – education, financial, medical, criminal, employment – that is maintained by an agency. Aside from obtaining consent for the release of this information, allowable communications include pursuant to court order, to a governmental agency for civil or criminal law enforcement activity and to a person showing compelling circumstances of health or safety (Soler et al. 1993). Thus, as with the other Federal laws described, this Act should not present a serious barrier to sharing information in an interagency partnership.

Alcohol Abuse and Alcoholism Prevention, Treatment and Rehabilitation Act (1970) and Drug Abuse and Treatment Act (1972) (42 U.S.C. § 290ee-3; 42 CFR § 2.1 et seq.)

This section, codified in the United States Codes as 42 U.S.C. 290ee-3, specifically applies to the confidentiality of patient records in alcohol or drug abuse programs receiving Federal assistance. These programs include, but are not limited to, treatment or rehabilitation programs, programs within general hospitals, school-based programs, and private practitioners who hold themselves out as providing, and provide alcohol or drug abuse diagnosis, treatment, or referral for treatment (42 CFR 2.12, 1998). The law prohibits the release of patient record information, either verbally or in writing, except under limited circumstances.

General speaking, a program cannot release any information, directly or indirectly, which identifies a person in the program and cannot acknowledge the presence of an individual in the program. But, under the follow-up exceptions, patient record information can be released:

- Proper consent has been obtained from the individual in the program (in the case of a minor the consent must be obtained by either the patient, the parents, or both)
- Internal communications between or among those with a legitimate interest
- In the case of a medical emergency requiring assistance
- In the case of research or audit of the program or service
- In the case a crime is committed on the premises involving drug use or mental condition
- In the case of reports of suspected child abuse and neglect
- Court order
- To qualified service organizations

It is important to note that the law and regulations prohibit the use of information obtained from patient records to initiate or substantiate any criminal charges against a patient or to conduct any criminal investigation of a patient, regardless of the status of the person obtaining the information or of whether the information was obtained in accordance with these regulations (42 CFR § 2.12, 1998). Finally, if a patient's alcohol or drug abuse diagnosis, treatment, or referral for treatment is not provided by a program which is Federally conducted, regulated, or supported, that patient's records is not covered by these regulations. It is, therefore, possible for an individual patient to benefit from Federal support and not be covered by the confidentiality regulations because the program in which the patient is enrolled is not federally assisted. The above mentioned methods of obtaining information under this Act should provide information-sharing programs with the tools necessary to obtain any information they should need. Thus, this law should not present a barrier to such a partnership.

Child Abuse Prevention and Treatment and Adoption Reform Act (1979)
(42 U.S.C. § 5106a(b)(4); 45 CFR § 1350.14(j))

This Act protects the confidentiality of children's records listed in Child Protective Services files of agencies that want to remain eligible for federal funds. Under this Act, the right to confidentiality must be balanced with the need to insure the accuracy and currency of the information. States may draft legislation complying with this regulation which provides records access to local child protective services, law enforcement officers investigating reports of abuse or neglect, physicians, persons legally authorized to place children in protective custody, parents, guardians, or supervisory agencies, courts limited to an *in camera* inspection, and grand juries (Etten & Petrone, 1994). Moreover, a consent by the child would also provide for the release of this information.

STATE OF INDIANA

IN THE HOWARD CIRCUIT COURT
JUVENILE DIVISION
2001 TERM

COUNTY OF HOWARD

**ORDER AUTHORIZING THE RELEASE AND EXCHANGE OF INFORMATION
BETWEEN SCHOOL DISTRICTS, LAW ENFORCEMENT, YOUTH SERVICE
PROVIDERS, CHILD PROTECTION SERVICES AND PROBATION DEPARTMENT
OF HOWARD COUNTY**

Whereas, the Howard Circuit Court is committed to a strategy of prevention, intervention and control in regard to juvenile delinquent activity, and the Court finding reducing serious, violent, and chronic juvenile delinquency requires a multifaceted, coordinated approach, and further finding that prevention is the most cost-effective approach to reducing delinquency and crime, the Court finds that the juvenile justice system must integrate with local law enforcement, social service agencies, and mental health providers, the school systems, religious institutions, and families to provide a comprehensive program of prevention and intervention.

In furtherance of this strategy, the Court finds that it is the best interest of all citizens of Howard County that certain information and juvenile records concerning juveniles under the jurisdiction of the Court be shared among those entities and agencies, who are in a position to provide and assist in the prevention of juvenile delinquency behaviors. Pursuant to the authority vested in the Court by Indiana Code 31-39-2-10 allowing and permitting interagency exchange regarding juveniles under the jurisdiction of this Court, and by Indiana Code section 20-10.1-22.4-3 allowing the disclosure and reporting of education records to the state and local juvenile justice agencies, and by the execution of an interagency agreement among various local youth service providers,:

IT IS HEREBY ORDERED that the juvenile records and any other information that may be in the possession of school districts, law enforcement, prosecutors, coordinating agencies, child protection services and probation services regarding minors may be released for the sharing of information for Serious Habitual Offenders Comprehensive Action Program (SHOCAP) and School Administrators For Effective Public Operations Leading to Improved Children and Youth Services (SAFEPOLICY) purposes only, after being marked CONFIDENTIAL and directed to the appropriate individual or agency, to the following persons who have legitimate and official interest in the information:

1. Howard County Prosecutor's Office;
2. Kokomo Police Department;
3. Howard County Sheriff's Department;
4. Kokomo Center Schools;
5. Eastern Howard Schools;
6. Taylor School Corporation;
7. Northwestern School Corporation;

8. Western School Corporation;
9. Howard County Juvenile Probation;
10. Howard County Office of Family and Children;
11. Robert J. Kinsey Youth Center;
12. Howard County Child Protective Services;
13. Howard County Health Department
14. Howard County Coroner
15. All corrections departments;
16. Youth detention facilities;
17. Authorized Juvenile Court Personal;
18. All treatment or placement programs that require the information or placement, treatment or rehabilitation of the minor;
19. All multidisciplinary teams for abuse, neglect or delinquency;
20. Howard County CASA Program.

All information received by authorized recipients listed above may be further disseminated only to other authorized recipients without further order of this Court. Each office or agency is requested to designate a specific person or persons for the dissemination and release of information. A list of contact persons for SHOCAP and SAFEPOLICY should be prepared and disseminated through SHOCAP and SAFEPOLICY meetings. This list should be updated as necessary to safeguard the dissemination of information through individuals so designated.

IT IS FURTHER ORDERED that the release of information to the public or media shall be as follows: whenever a petition has been filed alleging that a child is a delinquent as a result of any of the following alleged acts or combination or alleged acts:

- (A) An act that would be murder or a felony if committed by an adult;
- (B) An aggregate of two (2) unrelated acts that would be misdemeanors if committed by an adult, if the child was at least twelve (12) years of age when the acts were committed;
- (C) An aggregate of five (5) unrelated acts that would be misdemeanors if committed by an adult, if the child was less that twelve (12) years of age when the acts were committed.

However, only the child's name, age, the nature of the offense, chronological case summaries, index entries, summonses, warrants, petitions, orders, motions (excluding motions concerning psychological evaluations and motions concerning child abuse and neglect) and decrees may be released. In addition, if the child is adjudicated as a delinquent child for an act or combination of acts described in clause (A), (B), or (C) above, the child's photograph may be released.

The records of the juvenile court shall be available to persons as provided in Indiana Code 31-39-2-5, 31-39-2-6, 31-39-2-7, 31-39-2-8, 31-39-2-9, 31-39-2-10, 31-39-2-11, 31-39-2-12 and 31-39-2-13. In particular, any person providing services to the child or the child's family shall have access to the records on the child and the child's family.

Further, the following information contained in law enforcement records involving allegations that a child is a delinquent child which would be a crime if committed by an adult shall be available to the public or media: the nature of the offense allegedly committed and circumstances immediately surrounding it, including the time, location and property involved;

- (A) the identity of the victim;
- (B) the description of the method of apprehension;
- (C) any instrument of physical force used;
- (D) the identity of any officers assigned to the investigation except for the undercover units;
- (E) the age and sex of any child apprehended or sought for the alleged commission of the offense;
- (F) any other information as permitted by Indiana Code 31-39-3 et seq. and 31-39-4 et seq.

This ORDER supersedes the previous order of this Court concerning the release of information dated the 11th day of March, 1999.

SO ENTERED THIS 6TH DAY OF DECEMBER, 2001.

LYNN MURRAY, JUDGE
HOWARD CIRCUIT COURT

Case Information

Information may include, but is not limited to:

- Summary face sheet
- Identifying information
- Photograph
- Criminal history
- Field interviews
- Incident reports
- Known associates
- Modus operandi
- Driving record
- School attendance
- Disciplinary action resulting from a criminal act
- Employment history
- Victimization history
- Social history
- Probation & aftercare information
- Court dispositions

Twenty Steps to Successful Information Sharing

Etten and Petrone (1994) developed a 20 point prescription for comprehensive system development:

- Appoint an information management committee composed of representatives from each agency in the criminal justice system and funding agency officials, legislative staff, management information system experts, community representatives, child welfare agents and parents.
- Determine the information collected and maintained by all the agencies.
- Evaluate information needs.
- Evaluate agency goals and identify those that are overlapping.
- Determine the mission (overall goals) of the juvenile justice system.
- Clarify reasons to share information.
- Identify what specific information is to be shared and who needs access to each item of information.
- Determine statutory record requirements about information collection and dissemination mandated by Federal, State, and local governments.
- Determine exceptions to statutory requirements.
- Draft an interagency agreement.
- Fund the system.
- Designate information management liaisons in each agency.
- Build the system.
- Prepare and/or revise policies and procedures.
- Train staff.
- Supervise confidentiality needs.
- Review policies regularly.
- Review needs regularly.
- Revise system as necessary based on audits and system needs.
- Repeat steps 14 through 19.

A successful information-sharing program can be formulated by focusing on the majority of these poin

Marketing Your SHOCAP

PERFORMANCE OBJECTIVES

In this module, participants will:

- Develop strategies to promote internal cooperation and buy-in;
- Develop strategies for marketing your SHOCAP to the community using ideas from successful SHOCAP communities.

ACTIVITIES

Helping People Handle Change Positively _____	130
Internal Agency Marketing Plan _____	131
Multi-Agency Marketing Plan _____	132
What's In It For... _____	133

Helping People Handle Change Positively

1. Set the stage for change
2. Provide information about the change
3. Discuss the impact on individuals
4. Analyze the change
5. Reach agreement
6. Celebrate

Internal Agency Marketing Plan

My Agency	Potential Benefits (What's in it for my agency?)	Strategies for Securing our Buy-in and Participation

Multi-Agency Marketing Plan

Target Group/ Audience	What's in it for their Agency?	Call to Action (What will they offer to SHOCAP?)	Strategies for Reaching This Target Group

What's In It For...

WHAT'S IN IT FOR ALL:

- They become educated about all the other agencies – limits, functions, court process, resources, problems;

Get information for funding requests, new programs;

- Reduce duplication of services;
- Better use of dwindling resources;
- Youth involvement / benefits;
- Community support Community / JJ / LE cooperation and support);
- CEO's appreciate information sharing for staff and "clientele";
- Perception of safe community and neighborhood.

Police / Law Enforcement:

- Monitor serious habitual juvenile offenders (more effective methods);
- Public safety;
- Where reports go and why they're important;
- More information on juvenile (associates, hang-outs, etc.);
- More cooperation from partners (e.g., schools SRO's, suspensions, attendance), thus making referrals easier;
- To community, decisions are less arbitrary – prescribed responses;

Schools:

- Shared information – know what’s going on with SHO kids and can prepare for them (offenses, risks);
- Who’s in detention? – Explain absences;
- Locker placement (etc.) for better supervision;
- Safety of other students and staff;
- Student file is more complete (probation conditions/orders, court dates);
- Counseling intervention for youth and families;
- Family involvement in education;
- Increased access to community resources through collaborative;

Court Services:

- Information for informed decisions (CPS, schools, human services);
- Better relationships with community agencies – more access to placements and services;
- Improved / Increased monitoring – police become partners in this;
- Ability to assess types of services available and how the array of services can be improved;
- Official designation of SHO may be more objective than individual labeling;

Community:

- Learn about what’s available / what’s needed;
- Safety;
- Removal / Reduction of discretion in decisions to protect the community;
- Provides a definition of SHO (less perception of profiling);
- Better relations with law enforcement;

- Become stakeholders in disposition of youth in their communities;

Human Services:

Learn how to better serve child;

Have more background on kids (see Court Services benefits);

“Save younger siblings and relatives in family;

Detention / Corrections:

- Screen and determine placement and treatment;

Public Defender:

- Graduated sanctions;
- BARJ – Balanced and Restorative Justice;

Prosecutor:

- System of graduated sanctions;
- Public safety;
- Restorative justice / balanced approach (BARJ);

Judges:

- More informed decisions;
- More options for consequences (more resources);
- System of graduated sanctions;
- BARJ;
- International Juvenile Judges (NCJFCJ) endorsement;

Evaluating Your SHOCAP

PERFORMANCE OBJECTIVES

In this module, participants will:

- Develop strategies to evaluate the SHOCAP plan and program.

ACTIVITIES

SHOCAP Vision _____	137
Sample Evaluation Strategies _____	138
Selecting Evaluation Strategies _____	139
Red Flags _____	140

SHOCAP Vision

Where I think the SHOCAP process will be in:	Team Benchmarks:
Six Months:	Six Months:
One Year:	One Year:
Two Years:	Two Years:

Sample Evaluation Strategies

SHOCAP Team:

- Keep track of meeting attendance. The Chairperson can call those who miss more than one meeting to ask about reasons the person isn't attending. If related to the quality or usefulness of the meetings, ask what would make them more useful.
- At the end of each meeting, or at least several times each year, have participants fill out a feedback form. For example, ask them to fill in, *What I find most helpful about these meetings is _____* and *What would make these meetings better is _____*. At the next meeting, summarize both the positives and the suggestions and discuss what changes to make.

Information Sharing:

- Periodically conduct a phone survey with staff of a different agency to ask them *how often* they've shared information on SHO's, what *challenges* they've had with information sharing and what *benefits* they've seen.
- If an interagency electronic system is in place, count the number of file entries from each agency and inquire into whether the number of entries accurately reflects the amount of information they have on a SHO.

SHO Monitoring:

- Every quarter, pick a random sample of case records and review with the SHOCAP team or line staff ways the system worked and ways it could have been improved.
- Maintain records on new offenses committed by SHOCAP-eligible youth and compare them over time to look for improvements.

SHO Intervention:

- Look at old (before SHOCAP) and new (after SHOCAP) youth records and compare intervention strategies to look for successes and room for improvement.

Selecting Evaluation Strategies

Evaluation Schedule:	How we'll measure progress on the benchmarks:

Red Flags

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Resource & Development Planning

PERFORMANCE OBJECTIVES

In this module, participants will:

- Identify local and national resources they will need to complete their implementation plans, and determine how to locate and access them.

ACTIVITIES

NATIONAL RESOURCE LIST	142
Local Resources for Our SHOCAP	143

NATIONAL RESOURCE LIST

Organization: **Office of Juvenile Justice and Delinquency Prevention**
Contact Person:
Services Available:

Organization: **International Association of Chiefs of Police**
Contact Person:
Services Available:

WEBSITES

International Association of Chiefs of Police - <http://www.theiacp.org/>

Muskegon SHOCAP site, Muskegon Community Health Project -
<http://www.mchp.org/html/shocap.html>

National Criminal Justice Reference Service (NCJRS) Juvenile Justice resources -
<http://virlib.ncjrs.org/JuvenileJustice.asp>

Office of Juvenile Justice and Delinquency Prevention (OJJDP) – <http://ojjdp.ncjrs.org/>

Partnerships Against Violence Network (PAVNet) - <http://www.pavnet.org/>

Local Resources for Our SHOCAP



Next Steps & Training Evaluation

PERFORMANCE OBJECTIVES

In this module, participants will:

- Identify first steps they will take upon returning to their own communities.
- In writing, provide feedback on the training program regarding its content, methods, usefulness and completeness.

ACTIVITIES

Next Steps _____ 145

Team: _____

Next Steps:

Task Details:	Responsible Person(s):	Date for Completion:

Appendix

Travis – A Case Study	149
OFF BALANCE: Youth, Race & Crime in the News	154

Brain Teaser #1 Answers

1. Search high and low
2. Circulating library
3. Hole in one
4. Elevated railroad
5. End over end
6. One at a time
7. Three ring circus
8. No room at the inn
9. A breed apart
10. The greatest of ease
11. The corner market
12. Beginning of the end
13. Lacrosse
14. Down to earth
15. Arc de Triomphe
16. A step above the rest

Brain Teaser #2 Answers

1. Almost forgotten
2. The jig is up
3. One foot in the grave
4. Fancy that
5. There is nothing on TV
6. Bad timing
7. Three wise men
8. Hi-0-Silver
9. Short of breath
10. Man in the moon
11. Button up your overcoat
12. She's at the end of her rope
13. Overseas operator
14. Just between you and me
15. Downhill skiing
16. History repeats itself

Travis – A Case Study

**Issues in Cross Agency Cooperation
Travis – Lost in the System**

1979

January 24, 1979 Subject’s mother was reported to welfare – children started a fire in home and home filthy with feces on floors.

March 1, 1979 Subject returned to father’s home. Wardship terminated.

June 19, 1979 Subject’s father arrested for Check Fraud.

September 5, 1979 Subject enrolled in Roosevelt Elementary School- Kindergarten. (6 years of age)

October 19, 1979 Subject’s mother was reported to welfare. Subject’s brother “B” had bruises and scrapes. Abuse indicated.

1980

August, 1980 Subject arrested for Arson/Mischief.

November 4, 1980 Subject transferred to Pettit Park Elementary School- First grade. (7 years of age)

1981

January 22, 1981 Subject transferred to Lincoln Elementary School.

September 1981 Subject enrolled in Petit Park Elementary School-Retained in First Grade.

September 21, 1981 Subject arrested for Theft.

1982

February, 1982 Subject transferred to Sycamore School. (8 years of age)

1982 (Continued)

October 4, 1982 Subject enrolled in Lincoln Elementary School.

1983

April 27, 1983 Subject arrested for Mischief.

1984

April 12, 1984 Subject's father was reported to welfare for performing oral sex on step-son. (9 years of age)

August 1984 Subject enrolled in Sycamore School, Grade 4. Subject tested for placement in Special Education, was placed in a Mentally Handicapped Class.

September 25, 1984 Subject's father was reported to welfare for molesting step-son.

October 10, 1984 Subject transferred to Bon Air School.

November 2, 1984 Subject's father was arrested for Child Molest and Incest.

1985

February 6, 1985 Subject transferred to Darrough Chapel School.

April 18, 1985 Subject arrested for Arson-Mischief.

April 26, 1985 Subject arrested for Mischief.

1986

February 2, 1986 Subject arrested for two counts of Arson. Subject detained in Shelter Care.

February 3, 1986 Subject released to mother at detention hearing.

April 28, 1986 Subject failed to appear for Initial Hearing. Pick-up order issued.

May 5, 1986 Subject placed in Shelter Care.

1986 (Continued)

May 11, 1986 Subject arrested for Possession of Marijuana while in Shelter Care. Transferred to Howard County Jail.

May 12, 1986 Subject released to father at detention hearing. Subject transferred to Petit Park School.

September 4, 1986 Subject enrolled in Sycamore School.

September 24, 1986 Subject's brother "A" arrested for Burglary. (12 years of age)

December 5, 1986 Subject arrested for two counts of Theft. Subject placed in Shelter Care.

1987

February 10, 1987 Subject withdrawn from Sycamore School. Moved to Columbus, Indiana with father and step-mother.

April 24, 1987 Subject committed Burglary and Theft in Columbus, Indiana. Transported to Kokomo by Sheriff's Department. Subject was placed in Shelter Care. (13 years of age)

April 28, 1987 Subject enrolled in Sycamore School.

May 2, 1987 Subject escaped from Shelter Care.

May 7, 1987 Subject arrested for escape.

June 9, 1987 Subject's father sentenced to three years at Indiana State Farm for another Molest charge.

July 31, 1987 Subject's father arrested for another criminal offense.

August 15, 1987 Subject arrested for Theft.

August 19, 1987 Subject sent to Indiana Boys School Diagnostic Unit for evaluation. (14 years of age)

October 16, 1987 Subject placed on two years probation.

November 15, 1987 Subject arrested for Burglary – was placed on Home Detention.

1987 (Continued)

November 24, 1987 Subject arrested for False Informing.

1988

February 21, 1988 Subject arrested for Attempted Theft. (14 years of age)

August 5, 1988	Subject's brother "A" arrested for Conversion.
August 16, 1988	Subject's brother "A" arrested for Conversion.
October 6, 1988	Subject arrested for Arson, Arson/Mischief, Burglary and Trespass. Subject detained in jail.
October 6, 1988	Subject's brother "B" arrested for Theft
November 9, 1988	Subject committed to Indiana Boys School.
November 23, 1998	Subject's father released from Prison.
December 5, 1988	Subject's brother "A" arrested for Theft.
December 23, 1988	Subject's brother "A" arrested for Conversion.
1989	
January 24, 1989	Subject's brother "A" arrested for Arson and Theft.
February 9, 1989	Subject's brother "A" placed at residential institution.
March 1, 1989	Subject involved in institutional child abuse. (Subject, age 16, masturbated an 18 year old male at Indiana Boys School).
April 20, 1989	Subject involved in reported institutional child abuse. Subject performed oral/genital sex on fellow resident at Indiana Boys School.
April 21, 1989	Subject reported to state welfare investigator that his father would fondle his genitals at ages 3 and 4.
July 14, 1989	Subject paroled from Indiana Boys School.
September 1989	Subject enrolled in Kokomo High School 9 th grade.

OFF BALANCE: Youth, Race & Crime in the News

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April 2001

INTRODUCTION: Race and the Juvenile Justice System

In January 2000, the *Building Blocks for Youth* initiative issued its first report, *The Color of Justice*, which found that youth of color in California were more than eight times as likely to be incarcerated by adult courts as White youth for equally serious crimes.¹ *Building Blocks'* comprehensive national study, *And Justice for Some*, reported that youth of color are treated more severely than White youth at each stage of the justice system, even when charged with the same offenses.² In October, 2000, *Building Blocks'* third report, *Youth Crime, Adult Time*, an in-depth study of youth prosecuted as adults in 18 of the largest jurisdictions in the country, found racial disparities similar to the earlier reports, and raised serious concerns about the fairness and appropriateness of the process.³

These reports have built upon a growing body of research showing that youth of color receive disparate treatment in America's juvenile justice system. In the most recent reporting to the Office of Juvenile Justice and Delinquency Prevention of the US Department of Justice, every state but one that reported data found disproportionate confinement of minority youth.⁴ More than two-thirds of youths confined in America are minority youth, even though minorities make up only about one-third of America's youth population.

In a seminal meta-analysis conducted by researchers Carl Pope and Richard Feyerherm, two-thirds of the carefully constructed studies of state and local juvenile justice systems they analyzed found that there was a "race effect" at some stage of the juvenile justice process that affected outcomes for minorities for the worse.⁵ Their research suggested that "the effects of race may be felt at various decision points, they may be direct or indirect, and they may accumulate as youth continue through the system." They suggest that the race effect in the juvenile justice system may be more common than in the adult system.

There is evidence that stereotyping is affecting the treatment young people experience at the hands of the juvenile justice system. According to a 1998 analysis by University of Washington researchers, court reports prepared prior to sentencing by probation officers consistently give more negative portrayals of Black youth even when controlling for offense behavior and prior record, thus leading to harsher sentencing recommendations for Blacks.⁶ Professor George Bridges concluded that "The children would be charged with the same crime, be the same age and have the same criminal history, but the different ways they were described was just shocking."

More Fear, Less Crime, Fear of Minority Crime

Despite sharp declines in youth crime, the public expresses great fear of its own young people. Although violent crime by youth in 1998 was at its lowest point in the 25-year history of the National Crime Victimization Survey⁷, 62% of poll respondents felt that juvenile crime was on the increase.⁸ In the 1998/99 school year, there was less than a one-in-two-million chance of being killed in a school in America, yet 71% of respondents to an NBC/*Wall Street Journal* poll felt that a school shooting was likely in their community. Despite a 40% decline in school associated violent deaths between 1998 and 1999 and declines in other areas of youth violence, respondents to a *USA Today* poll were 49% more likely to express fear of their schools in 1999 than in 1998.⁹

This response is not simply an artifact of highly publicized school shootings. A 1996 CBS/*New York Times* poll, taken prior to any of the highly publicized school shootings, showed that 84% of respondents believed juvenile crime was on the increase. In a 1996 California poll, 60% of respondents reported believing that juveniles were responsible for most violent crime, when youths were actually responsible for about 13% of violent crime that year.¹⁰

In an environment in which fear of youth crime and actual crime are so out of sync, policies affecting young people are bound to be influenced. Since 1992, 47 states have made their juvenile justice systems more punitive by eroding confidentiality protections or making it easier to try juveniles as adults. For example, crime by youth fell more during the 1980's and 1990's than adult crime in California, yet California voters overwhelmingly passed proposition 21 in 2000, requiring that youth as young as age 14 be automatically tried as adults for certain offenses.¹¹ In one estimate, more than 200,000 youths were prosecuted in adult court in America in 1998.¹² Some of the policy changes may have been in response to the jump in juvenile homicides with guns from the mid-1980's to the early 1990's but other categories of juvenile crime did not increase during that period, and the public had unrealistic perceptions about crime long before those increases.

At the same time as Americans are fearful of youth crime, they are more likely to exaggerate the threat of victimization by minorities. Twice as many White Americans believe they are more likely to be victimized by a minority than a White, despite the fact that Whites are actually three times more likely to be victimized by Whites than by minorities.¹³

What Is The News Media's Role?

More than 70 years ago Walter Lippmann wrote a now-classic work, *Public Opinion*.¹⁴ In that book he described the impossibility of knowing through direct experience everything that it was necessary to know to function as a citizen in our modern democracy. Instead, Lippmann explained, we depend on "pictures in our heads," many of them delivered by the news media, to tell us about the world. Our decisions about how to behave and how to construct our society have to be based on those pictures, Lippmann believed, because the world was too vast to experience personally.

The public depends on the media for its pictures of crime. Three quarters (76%) of the public say they form their opinions about crime from what they see or read in the news, more than three times the number who state that they get their primary information on crime from personal

experience (22%).¹⁵ In a *Los Angeles Times* poll, 80% of respondents stated that the media's coverage of violent crime had increased their personal fear of being a victim.¹⁶ A 1998 report by Public Agenda found that daily TV news viewers were more likely to think that crime and drugs were Baltimore's number one problem than were those who watch the news less frequently (67% vs. 42%).¹⁷ Despite declining crime rates in Baltimore, one woman there stated, "I get more nervous and worried the more I see, so the less I see, the less crime I would feel is going on out there."¹⁸

These survey results are consistent with communications research finding that the news media largely determine what issues we collectively think about, how we think about them, and what kinds of policy alternatives are considered viable.¹⁹ News portrayals of juvenile justice issues are significant for how they influence policy makers and the public regarding what should be done to ensure public safety. Issues are not considered by the public and policy makers unless they are visible, and they are not visible unless the news brings them to light.

Most people have little or no personal experience with juvenile crime because adults commit most of the crime in the nation: about 89% of all crimes cleared by arrest are committed by adults.²⁰

The public depends on the media even more for its pictures of crime done by or to minority youth, since most of the public has no direct personal experience with crime by minority youth. Eighty-six percent of White homicide victims are killed by other Whites, and overall, Whites are three times as likely to be victimized by other Whites as by minorities. The chances that a White adult will be the victim of a crime by a Black youth are quite small. Consequently, America's dominant voting and opinion setting block — its White adult population — depends on the news to explain minority youth crime to them.

The news media should help as many citizens as possible make sense of the world around them. But does the current approach to covering youth and crime maximize public understanding? What information on youth and crime does the American public get from the news? In view of the powerful impact news coverage of crime has on public opinion and the dependence of most Americans on the news media for depictions of crime, there are several important questions we have about the accuracy of the picture Americans are receiving from the news media:

- Does news coverage reflect actual crime trends?
- How does news coverage depict minorities and crime?
- Does news coverage disproportionately depict youth of color as perpetrators of crime?
- The remainder of this study will seek to answer these three questions.

METHODS

Our objective was to compile and examine the best social science that has analyzed the content of crime news to answer the questions above, particularly analyses that included examinations of race and youth. This report assesses and consolidates the findings from those content analyses on crime news.

Collecting the Universe of Studies on Crime News

To identify scientific content analyses of crime news, we conducted searches of criminal justice and communications databases for articles containing the following key words: "content analysis," "crime," "media," "race," "violence," and/or "youth." Communications and criminal justice databases included the Criminal Justice Abstracts, SocioFile, the Missouri School of Journalism's study of Race & the Media, the DialogWeb(TM) database, MERLIN's OVID database (the Current Contents and Periodical Abstracts databases) and the JSTOR online database. Phyllis Schultze, Information Specialist, Rutgers Law Library, conducted the initial search of the criminal justice databases. We augmented the electronic search with pertinent articles cited in the references of these articles that had not turned up in our keyword searches.

Analyzing the Universe of Studies on Crime News

The search yielded 146 articles. The authors, with the assistance of University of Missouri journalism graduate student Maria Len-Rios and Justice Policy Institute intern Alea Brown, read, abstracted and categorized all 146 articles for their relevance to the issues of youth, crime and race. Thirty-six of the articles were newspaper accounts or reports that did not offer primary data analyses. We eliminated these articles from our analysis.

Level 1 and Level 2 studies. Our first task was to determine whether the study presented original data on news content. We also determined whether the study was published in a peer-reviewed journal. We focused our attention on the 65 articles published in peer-reviewed journals because we believed these studies would provide us with evidence put through the most rigorous scrutiny. These articles were the best that social science has to offer on the topic of race, crime, youth and the news. We dubbed these "Level 1" studies.

The remaining 45 articles included empirical analyses published by organizations or researchers without the benefit of peer-review. While these articles do not offer the same level of confidence as the peer-reviewed studies, we believed that the findings warrant examination and discussion here. We called these "Level 2" studies.

Several of the 110 Level 1 and Level 2 studies were ultimately eliminated from our analysis because they were primarily about single events (e.g., O.J. Simpson), "reality" shows which we deemed entertainment rather than news²¹, media effects, photographs only, non-US news, or topics other than analyses of general news that included crime news content. Ultimately, 33 studies were eliminated for one of the reasons listed above (see Appendix 1). Our conclusions are based on the findings synthesized from the remaining 77 published studies.

We also excluded from our analysis the several books that have been written on the subject of race and crime because we wanted to focus on studies that had been peer-reviewed. However, in the case of studies of youth depictions, because there were so few studies, we wanted to include any available analyses. Therefore, we included findings from studies reported in books when the methodology was well described and/or we could contact the authors with questions. We note in the text if the study we are discussing is from a book.

Most studies analyze the type of crime reported in the news and the characteristics of that coverage. Some studies compare the type and frequency of crime coverage to crime statistics. A few studies compare crime coverage to public opinion about crime. Several studies tested media effects (e.g., whether news stories changed attitudes or opinions of audiences) but did not analyze content, though several of these studies are referred to in the body of the report because of the insight they offer as we interpret the various content analyses. Appendix 1 lists all 110 Level 1 and Level 2 studies. A complete bibliography is available in the References.²²

Comparison of news content to crime statistics.

Once we had summarized and condensed the findings about news content, we compared those findings to crime trends reported by law enforcement agencies. For example, if studies of the news showed an ever larger proportion of the "news hole" – the amount of newspaper or television time devoted to news – occupied by violent crime, was that simply a reflection of actual increases in violent crime during the same time period? According to the best scientific analyses of media content, is the news providing an accurate reflection of crime trends? We ascertained whether the studies themselves made the relevant comparisons to crime trends, and, if they did not, we collected the appropriate crime data to compare to the content of the news. We collected the relevant criminal justice data from the Federal Bureau of Investigation and US Department of Justice and state or local law enforcement surveys, where applicable.²³

FINDINGS

The studies we surveyed covered a range of media²⁴ – local and network television, newspapers, and broadcast and print news magazines – from 1910 through 2001. Most studies analyzed newspapers (N=53), followed by local television (N=26). Twenty studies analyzed network television news. Only three studies analyzed print news magazines and two analyzed the content of TV news magazine programs. (The numbers add to more than 77 because several studies analyzed more than one medium).

Overall, the studies taken together indicate that depictions of crime in the news are not reflective of either the rate of crime generally, the proportion of crime which is violent, the proportion of crime committed by people of color, or the proportion of crime committed by youth. The problem is not the inaccuracy of individual stories, but that the cumulative choices of what is included – or not included – in the news presents the public with a false picture of higher frequency and severity of crime than is actually the case.

Furthermore, the studies show that crime is depicted as a series of distinct events unrelated to any broader context. Most studies that examine race and crime find that the proportion of crime committed by people of color (usually African Americans) is over-reported and that Black victims are under-represented. Other studies find that crimes committed by people of color are covered in proportion with arrest rates, but that crimes committed by Whites receive less coverage.

- **Finding #1: The news media report crime, especially violent crime, out of proportion to its actual occurrence.**

Studies of newspapers and television identified three clear patterns. First, and most consistent over time, is that newspapers and television emphasize violent crime. Second, the more unusual the crime, the greater the chance it will be covered. Third, the rate of crime coverage increased while real crime rates dropped. While all media emphasize violence in their news, newspapers do it to a lesser degree than network television, which does it less than local TV news.²⁵ There are fewer studies of Spanish language newspapers and television news broadcast in the US, but those that exist also demonstrate an emphasis on crime consistent with studies of English-language US news.^{26,27,28,29,30}

Violent Crime Dominates Crime Coverage.

Crime is often the dominant topic on local television news³¹, network news³², and TV newsmagazines.³³ On network newscasts, crime and violence are covered more than any other topic on the news. Crime is a newspaper staple as well. When the news media cover crime, they cover little other than violent crime.³⁴ While crimes against property occupy most of law enforcement's attention, violent crimes occupy television producers, newspaper editors, and reporters'.³⁵ In general, TV crime reporting is the inverse of crime frequency. That is, murder is reported most often on the news though it happens the least.³⁶ As we discuss later in this report, this is not surprising since homicide is a crime with much greater consequences than property crimes and embodies many aspects reporters seek in a "good story."

The more unusual the crime or violence, the more likely it is to be covered.

In some studies, the number of victims was the strongest predictor of whether or not a crime would be covered.³⁷ Other factors that increase the likelihood of a homicide being reported in the news are multiple victims, multiple offenders, an unusual method, a White victim, a child, elderly, or female victim, or occurrence in an affluent neighborhood.^{38,39} For example, a study of five years of homicide coverage in the *Los Angeles Times* from 1990 through 1994 found that the least common homicides received the most coverage.⁴⁰ That is, homicides between strangers and interracial homicides received more coverage when, in reality, most murder victims in Los Angeles County were killed by someone they knew and someone of the same race.

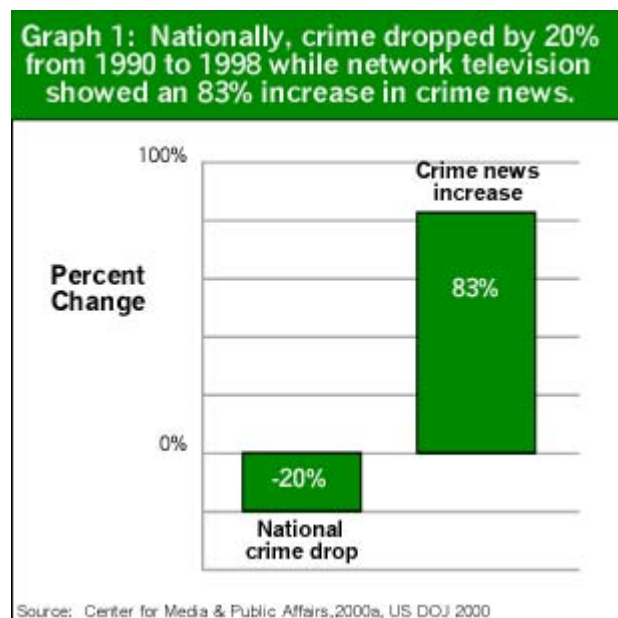
The disproportionate coverage of homicide was also prevalent in television news. For example, Rocky Mountain Media Watch's one-day snapshot of local television news in 55 markets around the country on February 26, 1997, the Kaiser Family Foundation analyses of national television news in 1996, and Gilliam et al.'s studies of the evening news on KABC-TV in Los Angeles from 1993 to 1994 were remarkably consistent. All three found that homicides made up more than a quarter of the crimes reported on the evening news (27% - 29%) while from one- to two-tenths of one percent of all arrests in those years was for a homicide. On one Los Angeles local station this amounted to 14 homicide stories for every homicide committed.⁴¹ As the authors note, "the seriousness and newsworthiness of murder cannot be denied, but the level of 'distortion' is impressive." Other violent crime categories were also portrayed out of proportion to their actual share of arrests.

Crime coverage has increased while real crime rates have fallen.

Overall the rate of crime coverage in the news did not reflect crime trends. For example, one of the few studies of newsmagazines found that increases in crime reporting in *Time* magazine reflected increases in crime during 1975 and 1979.⁴² But it also found a 55% increase in crime coverage in *Time* from 1979 through 1982 when the actual crime rate increased by only 1%.

On network television news, crime coverage doubled from 1992 to 1993, from 830 to 1,698 stories. This made crime the leading TV news topic for the first time since 1987. The coverage continued rising, reaching 1,949 stories in 1994 and 2,574 in 1995, more than triple the total recorded in 1992. Crime news peaked in 1995 primarily because of the O.J. Simpson trial coverage, but never dropped to its pre-O.J. levels.⁴³ From 1990 through 1999, Center for Media and Public Affairs researchers catalogued 135,449 stories on ABC, CBS, and NBC evening newscasts. Crime was the biggest topic of the decade with 14,289 crime stories. Crime news declined for the first time in 2000, dropping 39% from the previous year, but remains the third most frequent topic on network news.⁴⁴

Local television news has not been monitored for as long as the networks. However, several studies done in the mid-1990's by Rocky Mountain Media Watch (RMMW) provide similar evidence for local TV news.⁴⁵ RMMW volunteers collect late night news broadcasts from local TV stations on the same night around the country. All RMMW studies show high levels of crime reporting, so much so that RMMW created a measure dubbed the "mayhem index" to account for local TV news attention to crime, violence and disaster coverage. In every year examined, crime stories dominate the local TV newscasts, and violent crime, particularly murder, dominates the crime stories. For example, in 1997, RMMW found that crime topped the list of subjects covered on local evening news, was one-third of all local news stories, and appeared three times as much as the next closest subject. RMMW suggests that crime coverage not only persists out of proportion to actual crime, but that it also uses up time that could be devoted to other important topics.



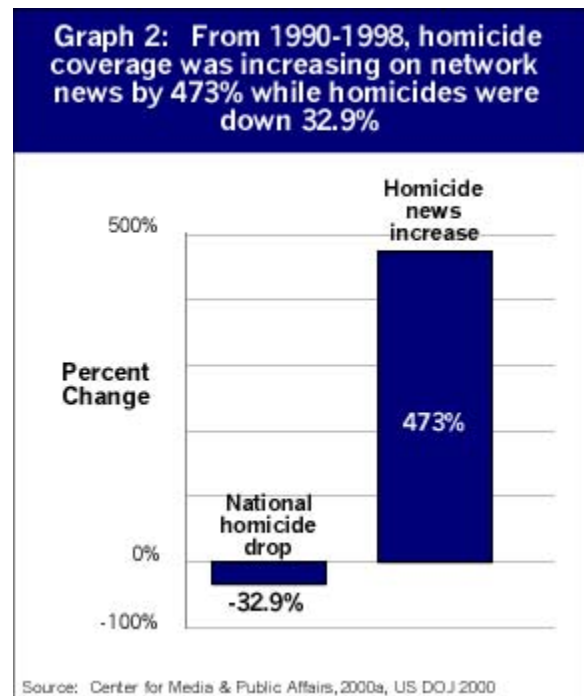
The Kaiser Family Foundation (1998) has recently begun tracking news agendas, with an interest in health issues. Its studies of network and local TV news in 1996 found that crime was the most common story on local news. Of the 17,000 local news stories broadcast during a three month period, the number of violent crime stories broadcast, 2,035, was almost double the number of health stories (1,265), three times the number of foreign news reports (630), and four times the number of education stories (501). In contrast to the local news findings, crime ranked sixth on the network news agenda during the same period.⁴⁶

Summary & Implications

The news media has proven to be a poor vehicle for discerning crime trends. While there was a 1% increase in crime from 1979 to 1982, crime coverage in *Time* increased by 55% during that time period.⁴⁷ Nationally, crime dropped by 20% from 1990 to 1998 while network TV showed an 83% increase in crime news.⁴⁸ While homicide coverage was increasing on network news—473% increase from 1990 to 1998—homicides were down 32.9% from 1990 to 1998.⁴⁹ (See Graphs 1 & 2).

Of course, homicide is a far more serious crime than car theft or robbery. It deserves serious attention from journalists – it’s appropriate to report more intensely on murders than vandalism. Yet the continued focus on the most serious crimes leaves the public with an incomplete picture. Additionally, whether it is more newsworthy or not, reporting more frequently on a category of crime (murder) that is declining is likely to lead the public to form erroneous beliefs about crime trends.

Furthermore, if the most unusual homicides get the only news attention, audiences will assume those are the typical homicides, or that they are more prevalent than they actually are. Based on the news, the public may (and indeed, does, according to public opinion surveying) assume that interracial murders by strangers are typical, yet that is not the case in the US. The repetition of the unusual has consequences for how audiences interpret crime. The steady diet of violent crime, coupled with the absence of nonviolent crime and general context, means that the rare crime looks like the normal crime; homicide is the prototypical crime in the news. Further, increased coverage of crime in general and homicides in particular while crime and homicides are declining gives the viewing public a skewed view of crime trends. We believe this explains, to a large extent, why the public consistently overestimates the rate of crime.



Criticism of the news for its emphasis on violent crime is certainly not new. Periodically, pundits, critics, community groups, and others bemoan the "if it bleeds, it leads" edict that seems to govern local TV news in particular. Even some who produce the news claim to hate the mandate, sometimes feeling they have no choice. "Yes, the crime reporting around the local stations is disproportionate to reality," KTLA-TV news director David Goldberg told the *Los Angeles Times*. "It helps drive the fear in our communities. You would think [Los Angeles] was one of the most dangerous places on earth. But unfortunately, newsrooms find crime very easy to cover. It's their way of not having to work hard."⁵⁰

Violence stories are easy to do and readily available, perfect for a deadline driven newsroom. They are often about life and death – "good stories," full of drama and emotion – that keep audiences attentive. All of these reasons contribute to the consistency of the findings in the studies of news.

Another important factor in the current emphasis on crime coverage is the advent of 24-hour news. Stations have a lot of time to fill, and crime coverage is easy, cheap and available. In his book critiquing routine crime coverage, former crime reporter and editor David Krajicek suggests that a "Murdock effect" pushed crime coverage further into the sensational. During the 1980's, stations owned by media mogul Rupert Murdoch began broadcasting sensationalistic news-like programs such as "A Current Affair." The programs pursued topics in a manner most traditional news outlets eschewed. But, Krajicek argues, in the late 1980's, mainstream news outlets began to cite "A Current Affair" as a news source, allowing them to report on celebrity scandals and other crime that had previously been reserved for the tabloids. Now, according to Krajicek, the networks included in their broadcasts stories that they previously would not have investigated or reported. As local and network TV news repeatedly aired tape from shows like "A Current Affair," Krajicek maintains, the "definition of legitimate news had changed."⁵¹

- **Finding #2: The news media report crime as a series of individual events without adequate attention to its overall context.**

Presumably, if the emphasis on crime is satisfying viewers' desire to know about it, then print and broadcast journalists should also be explaining it. Yet most crime news is episodic, describing crime events as if they are isolated from larger social, historical, or environmental contexts. Studies spanning almost 100 years – 1910 to 2000 – are consistent in their findings that news reports describe what happened with little reporting about why the crime and violence happened or what could be done about it.⁵² In one example, researchers found that the nation's dominant news magazines portrayed the race riots of the late 1960's as "random, unpredictable, and most of all, unjustified" events outside a larger social context⁵³, despite Kerner Commission findings that there were many identifiable – and justifiable – reasons for the riots.⁵⁴ Paul Klite of RMMW notes that local TV news covers all the elements of the crime: the search, the scene, the arrest, and the trial, with dramatic video of flashing lights, yellow crime-scene tape and grieving relatives, but little of the "context, consequences, patterns or solutions that surround the events."⁵⁵ The lack of explanations for crime and violence complicates the problem of exaggerated frequency in news stories by leaving the impression that the violence is inevitable.

- **Finding #3: The news media, particularly television news, unduly connect race and crime, especially violent crime.**

Several studies examine race in crime news, but the findings are less straightforward. People of color are depicted more often in crime stories than in non-crime stories,⁵⁶ but not all studies differentiate between victims and perpetrators. Some count depictions of people of color; others don't count how often perpetrators or victims of color appear but analyze the characteristics of the portrayals and the circumstances in which they appear. Other studies examine how much attention was paid to people of color in crime stories by counting the number of words in stories with perpetrators or victims of color. These different research approaches make it more difficult to draw conclusions across studies.

Nonetheless, there is some consistent evidence that a disproportionate number of perpetrators on the news are people of color, especially African Americans. African American perpetrators are depicted as dangerous and indistinguishable as a group, they appear more frequently in crime news stories than Whites, and interracial crime is covered disproportionately. The strongest evidence shows that people of color, again primarily African Americans, are underrepresented as victims in crime news.⁵⁷

Table 1. Nineteen* studies mention the race of victims and perpetrators	
Six out of seven (86%) studies that clearly identify the race of victims find an underreporting of minority victims	
Studies finding the underrepresentation of minority victims	Studies finding no underrepresentation of minority victims
Hodkins et al. 1995 Johnstone et al. 1994 Pritchard & Hughes 1997 Pomer et al. 1998 Sorenson et al. 1998 Weiss & Chermak 1998	Fedler & Jordan 1996
Among studies that document the race of perpetrators, nine out of 12 (75%) find minorities overrepresented	
Studies finding minority overrepresentation as perpetrators	3 studies document no overrepresentation as perpetrators
Curios 1995 Curios 1998 Culney 1989 Cullen & Hyman 2000 Cullen et al. 1996 Ehrman 1990 Grabe 1999 Pomer et al. 1998 Weiss & Chermak 1998	Fedler & Jordan 1996 Rodgers et al. 2000 Sorenson et al. 1998
14 studies mention the race of neither victim nor suspect but not all present the data clearly differentiated.	

Invisible Black Victims versus Visible Black Suspects

While many crime stories do not identify race, there is some evidence that newspapers are more likely to identify race in a crime story when an African American is the suspect.^{58,59} In nine of 12 (75%) studies, minorities were over-represented as perpetrators of crime.⁶⁰ Six out of seven (86%) studies that clearly identify the race of victims found more attention was paid to White victims than to Black victims.⁶¹ (See Table 1).

Victims. Several studies found that Black victims are less likely to be covered in newspapers than are White victims⁶², and one found that newsworthiness increases when the victim is White.⁶³ Homicides of White victims resulted in more and longer articles than homicides of Black victims.⁶⁴

The news media's preference for stories of White homicide victims over Black victims is part of what motivated Sorenson et al. (1998) to coin the term "worthy victim" to describe who gets attention in newspaper stories about homicide. They found that murders of Blacks and Latinos were substantially underreported in the *Los Angeles Times* in a special seven-part series that reported five years of homicides in the county (1990-1994). For example, they found that 80% of homicide victims in Los Angeles were Black or Hispanic. Yet Blacks were half as likely to be depicted as homicide victims as Whites in the *Los Angeles Times*, and Hispanics were two-thirds as likely to be depicted as homicide victims as Whites. Put another way, when a White person is murdered in Los Angeles, it is three times as likely that there will be a story about it in the *Los Angeles Times* than if the victim is Black. Asians and Whites, conversely, make up 3.8% and 12.9% of victims in Los Angeles. Nearly 9% of homicide victims depicted in the *Los Angeles Times* in Los Angeles were Asian, and fully 20.9% of homicide victims depicted in the *Los Angeles Times* were White. They concluded that the paper's homicide coverage "focused on the 'worthy victim' – the White, youngest and oldest, women, high socioeconomic status, who were killed by strangers."⁶⁵ Researcher Mike Males found that the only school shootings not prominently covered during the 1997-99 school years were those involving minority victims (see sidebar).

Perpetrators. The coverage of perpetrators of color is less out of balance than the coverage of victims. Some studies found distinct disparities, while others found perpetrators of color represented in numbers that matched their local arrest rates, but found Whites underrepresented.

For example, a study of murder coverage in Indianapolis newspapers found that the percentage of articles about Black suspects reflected the percentage of Blacks arrested for murder (60% and 61%, respectively), but if the suspect was Black, the average article length was longer than for a White suspect.⁶⁶

RMMW's study of local TV news across the country in 1995 found that 37% of perpetrators on local TV news were Black, 32% were Latino, 27% were White, and 4% were Asian. Whites dominated most other roles on local TV news in the nation that day, comprising 89% of the anchors, 78% of the reporters, 87% of the official sources, and 80% of the victims.⁶⁷ Nine months later the numbers were nearly identical.⁶⁸

Close looks at local TV news in a major media market and large urban center found disparities as well. Blacks were 22% more likely to be shown on local TV news in Los Angeles committing violent crime than nonviolent crime, while according to police statistics, Blacks were equally likely to be arrested for violent crime and nonviolent crime. Likewise, Hispanics were 14% more likely to be depicted as committing violent crime than a nonviolent crime, whereas Hispanics were 7% more likely to be arrested for a violent crime than a nonviolent crime.⁶⁹ Some might argue that this is simply because violent crime is more newsworthy than non-violent crime. But Whites were 31% more likely to be depicted committing a nonviolent crime than a violent crime, whereas Whites were in fact only 7% more likely to be arrested for a nonviolent crime than a violent crime. Thus, while Blacks and Hispanics were over-represented as violent offenders, Whites were underrepresented as violent offenders on the evening news. In addition, researchers found that when stories featured a Black perpetrator, reporters included sources hostile to the perpetrator half the time, whereas with White perpetrators, reporters included hostile sources only 25% of the time.⁷⁰

How are African Americans depicted in crime stories?

In his extensive work on portrayals of African Americans on local television news⁷¹, Professor Robert Entman documents that Blacks are most likely to be seen in television news stories in the role of criminal, victim, or demanding politician. Black suspects were less likely to be identified by name as were White suspects; were not as well dressed as White suspects on the news; and were more likely to be shown physically restrained than Whites. In sum, Black suspects were routinely depicted as being poor, dangerous, and indistinct from other non-criminal Blacks. He also found that Blacks are more frequently reported in connection with violence, and that Black suspects and their defenders were substantially less likely to speak in the stories than were their White counterparts, reinforcing their absence of individuation.⁷²

Are Blacks blamed for crime?

Romer et al. (1998) wanted to find out whether the overrepresentation of people of color, especially African Americans, in stories about crime and other problems was simply an accurate reflection of the crime that Blacks committed or the consequence of journalists' interpreting Black crime as intergroup conflict. They posited that if Blacks are shown accused of crimes, but not affected by crime or active in prevention efforts, the blame interpretation would persist in viewers. The authors examined more than 3,000 stories from 14 weeks of local TV news in

Philadelphia. They found Blacks overrepresented in crime stories and more likely to be shown as perpetrators in violent and nonviolent crime (though one station had a more balanced portrayal, with higher rates of Blacks in nonviolent roles). They found Whites represented as victims at a greater rate than as perpetrators, ranging from 30-70%⁷³, all of which were greater than Whites' rate of victimization according to police statistics in Philadelphia. Despite much higher rates of Black victimization according to the FBI, White victims are shown at a much higher rate on the news. They found that "persons of color are represented in the crime category primarily for their contribution to crime," whereas Whites "are shown primarily for their reaction to and suffering from crime."⁷⁴ Romer et al. conclude that these depictions overemphasize the harm people of color inflict on White victims, perpetuate tension between groups, and inhibit cooperation.

Interracial Crime.

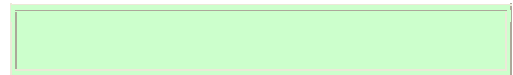
Our nation has an ugly history of treatment of interracial crime, dating from slavery through the "Jim Crow" era to the well-documented fact that today Blacks have a higher risk of receiving the death penalty for killing Whites than any other victim-offender racial mix.⁷⁵ That history is reflected in public opinion polling on race and crime that shows that Whites overestimate their likelihood of being victimized by minorities by three to one.⁷⁶ The research we examined found that depictions of interracial crime were emphasized. On local TV news in Philadelphia, four in ten stories about non-White perpetrators depicted a White person as a crime victim, whereas only one in ten homicides with a minority perpetrator actually involved a White victim.⁷⁷ Likewise, interethnic homicides were 25% more likely to be reported in the *Los Angeles Times* than their actual occurrence in Los Angeles in 1990-1994.⁷⁸ On local television news in Chicago, 76% of Chicago news about Blacks was crime or politics, with stories about Black victimizations of Whites being especially prominent.⁷⁹ These findings are disturbing since people of any racial group are far more likely to be killed by someone of the same race.

Contradictory Evidence.

The evidence of distorted news portrayals of race and crime is strong, but there are some exceptions. A content analysis of the *St. Louis Post-Dispatch* did not find African American portrayals limited to stereotyped roles of perpetrator or entertainer.⁸⁰ The authors suggest that this may be the result of a heightened awareness by the newspaper staff to combat such stereotypes. Another study found that homicides allegedly committed by Blacks or Hispanics tended to be covered less extensively than homicides allegedly committed by Whites.⁸¹ Another found no significant difference in the depictions of African Americans and Whites in the [Orlando] *Sentinal Star* in news coverage during 1980, though crimes considered newsworthy most often involved African Americans, and so it was those crimes that were more likely to appear in the paper.⁸² A reporter told those researchers that racial identification in a crime story "was something I was told to leave out".⁸³ Finally, researchers conducted a "baseline" content analysis of 1980 newspapers to determine the prominence of coverage of Mexican Americans, their representation, characterization, and whether there is any variability in those depictions.⁸⁴ Though Mexican Americans are generally underrepresented in American newspapers, the researchers did not find an overemphasis on crime reporting.⁸⁵ However, more recent research indicates that Latinos rarely appear in the news, and when they do it is likely to be in stories about crime or immigration.⁸⁶

Summary and Implications.

Despite some evidence to the contrary, 75% of studies that investigated the race of perpetrators conclude that people of color are disproportionately associated with violent crime as suspects in news stories. Six out of seven studies that examined the race of victims found a consistent under-reporting of people of color as victims of crime. In news coverage, Blacks are most often the perpetrators of violence against Whites and other Blacks, whereas in reality Whites are six times as likely to be homicide victims at the hands of other Whites.⁸⁷ Other summaries of content analyses have found that African Americans and Latinos are more often portrayed as criminals and less frequently shown as victims.⁸⁸ Consequently, it appears that most Americans are given an erroneous picture of racial violence and who suffers most often from crime, as attested to by public opinion surveys. In particular, the absence of Black victims, coupled with the repeated presence of Black suspects across different sources of news, reinforces stereotypes about African Americans as a group audiences should fear.



Finding #4: Few studies examine portrayals of youth on the news. Those that do find that youth rarely appear in the news, and when they do, it is connected to violence.

There is substantially less research that focuses on portrayals of youth in the news.⁸⁹ Though the findings are consistent, there are fewer of them. Of the 146 articles we originally identified, only 16 examined whether and how youth were portrayed on television news or newspapers.⁹⁰ Despite the small number of studies, the findings are consistent with the emphasis on violent crime in news coverage generally. Thus, when youth appear in the news, it is often connected to violence. There is also evidence that youth appear in violent contexts, as we might expect since most crime news is violence-related. A few of the studies also parallel the general findings on race and the news. Young people of color seem to fare as poorly as adults on the news – perhaps worse. Finally, some studies find that violence perpetrated by adults upon youth is underreported.

News Involving Youth is Violent.

Stories about youth in newspapers and on television news are scarce. When they do appear in the news, youth usually are in stories about education or violence.⁹¹ Relatively few youth are arrested each year for violent crimes, yet the message from the news is that this is a common occurrence. The earliest study we found to focus on youth and crime in the news was an examination of Minnesota newspapers published between July 1, 1975, and June 30, 1976.⁹² Overall the study found that images of boys emphasized theft and violence primarily because status offenses were not included in coverage. By failing to report on status offenses, which represent the more common problems facing a greater number of young people, the news picture of youth, like adults, is focused on the more unusual yet far less frequent crimes. As with crime coverage generally, theft and violence committed by youth are more serious than status offenses. Still, the authors were concerned that the absence of the lesser offenses in the picture means that delinquents "are presented as inevitably bad, and, if left untreated, they will inevitably go wrong."⁹³

Studies of how juvenile crime was covered over 10 years in Hawaii's major dailies, *The Honolulu Star Bulletin* and *The Honolulu Advertiser*, showed extreme distortions of juvenile crime.⁹⁴ From 1987 to 1996, the newspapers' coverage of juvenile delinquency increased 30-fold. The newspapers' coverage of gangs increased 40-fold; the most frequent type of juvenile crime story reported by the newspapers was "gang activity." This exploding coverage did not simply reflect higher rates of crime and violence among Hawaii's youth. On the contrary, unlike the rest of the country, Hawaii saw its juvenile crime rates decline or remain stable during the same period. The authors conclude that since most Hawaii residents "believe the media do a fairly good job reporting crime news" and news media are the primary source for that news, it appears that many people perceive the nature of juvenile crime in Hawaii to be typified by violent and/or gang-related offenses.⁹⁵ In fact, in Hawaii most youth are arrested for less serious offenses such as vandalism, running away from home, drug possession and fighting.⁹⁶

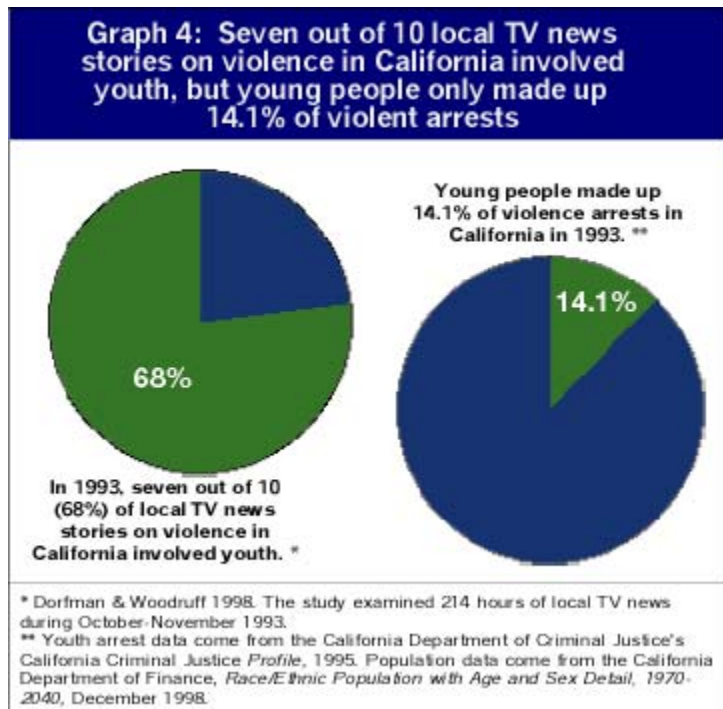
An analysis examining 840 newspaper stories and 109 network news segments in 1993 showed that 40% of all newspaper stories on children were about violence, as were 48% of network television news stories.⁹⁷ Nominal attention was given to topics of family, health, or economic concerns. There was more overall coverage of crime and violence than of all other policy issues

combined. In a later study that examined 3,172 randomly selected stories on youth in one year of the *Los Angeles Times*, *Sacramento Bee*, and *San Francisco Chronicle*, researchers found that the newspapers focused largely on two topics: education and violence. No other topic rated even a third as much attention. Education stories comprised 26% of all stories involving youth. The authors maintain that this is appropriate since the vast majority of youth between the ages of 5 and 17 attend school and about half continue after high school. But violence stories made up 25% of all youth coverage, when only three young people in 100 perpetrate or become victims of violence.⁹⁸

The circumstances in which youth are seen on television news are similar. A study of youth on local television news in 1993 examined 214 hours of local television news broadcast over 11 days on 26 stations throughout California.⁹⁹ More than two-thirds of violence stories involved youth while more than half of all stories that included youth involved violence.¹⁰⁰ One out of every two (53%) TV news stories concerning children or youth involved violence, while California crime data show that one out of every 50 (2%) young people in California were either victims or perpetrators of violence in 1993. (See Graph 3.) Nearly seven in 10 news stories (68%) on violence in California involved youth, whereas youth made up 14.1% of violence arrests in California that year.¹⁰¹ (See Graph 4).

Young people had to perform extraordinary feats to appear on local television news in non-violence-related circumstances. For example, in the fall of 1993, a story ran on local stations across the state on the youngest person to fly solo across the country. Stories about youth accomplishments accounted for 1.2% of the total news time in the study, and these stories rarely featured local young people – most were stories provided to local stations intact via their satellite feed services.

In a more recent study of youth depictions on network and local TV news, researchers found a similar paucity of stories on youth active in community life or achieving success. On local TV news, the top two leading subjects involved youth and violence and the third most frequent topic was accidents, often car crashes.¹⁰² Overall, the researchers found "twice as many discussions of crime and violence as there were of educational issues and student achievement."¹⁰³ Among the 9,678 network and local TV stories the researchers analyzed, they found only nine "instances of teens praised for their involvement in community service or humanitarian work, and just six students who were singled out for their exceptional educational achievements."¹⁰⁴



Once again, it is important to note that some crimes are worse than others. Homicide logically deserves more attention than delinquency or theft. But it is also important to consider the backdrop behind the homicide stories. When it comes to stories about youth, there is little else of consequence in the news. When news coverage about productive, nonviolent youth are the exception, not the rule, violence fills the void. Audiences without other contact with young people are particularly vulnerable to the perception that youth are violent and out of control. Crime and violence coverage may displace other types of coverage about children and youth, or diminish the importance the public places on children's issues.¹⁰⁵ The bias toward theft and violence may be influencing legislators to enact inappropriate policy as a consequence of believing the underlying messages in the news coverage.¹⁰⁶ Further, when youth crime receives a far larger share of all crime coverage than youths actually commit, and when youth crime coverage dramatically increases while actual youth crime is decreasing, the public that relies on media coverage as its primary source of information about youth crime is misinformed.

Youth of Color Fare Worse than their White Counterparts.

The one study that examined youth portrayals in magazines had the most to say about race.¹⁰⁷ A qualitative analysis of all cover stories in *Time* and *Newsweek* between 1946-1995 determined that the term "young Black males" became synonymous with the word "criminal" during the late 1960's when Blacks were struggling for equality. A March 1965 *Newsweek* article was the first to connect crime with Black crime. The first use of "young Black male" in a *Time* or *Newsweek* cover story was in 1970 when *Time* reported that "though victims of Black crime are overwhelmingly Black, it is chiefly young Black males who commit the most common interracial crime: armed robbery."¹⁰⁸ The author argues that the story cemented the connection by focusing on Washington, DC, which had the highest proportion of Blacks in US cities and high rates of crime. Two years later *Newsweek* made the same connection. In later stories in the 1970's, both *Time* and *Newsweek* portrayed crime as "largely perpetrated by 'young Black males'".¹⁰⁹ Later, Hispanic males were added to the picture. The author suggests that a combination of modern racism¹¹⁰, media framing, and public discourse of crime as a problem of the Black urban poor has led to the "racialization" of crime, concluding that, as a consequence of news coverage, any discussion of crime today is essentially a discussion about race.

One study examined the speakers and speaking roles in local TV news stories about youth and violence.¹¹¹ The premise was that young people speaking on the news are the images in the stories likely to leave the most lasting impression among audiences.¹¹² The study found that youth seldom speak for themselves in any story. Although most stories about violence involve youth, the predominant speakers in stories were adults, usually men. However, with every violence-related role in which youth spoke — whether victim or witness of violence, victim or witness of threat, or criminal or suspect — youth of color were represented more often. By contrast, a higher percentage of White youths who spoke were in the role of victims of unintentional injury, a more limited and sympathetic role.

A study of youth crime portrayals in the *New York Times* revealed a similar imbalance. In that study, researchers found Black or Latino youth were never quoted directly while White youth

were quoted in all five stories in which they appeared. Furthermore, defense attorneys for White youth were quoted 13 times but only twice for youth of color.¹¹³

Crime news is where all youth are most likely to be seen on TV news, but youth of color appear in crime news far more often than White youth – 52% and 35%, respectively. White youth were present more often in health or education stories (13%) than were youth of color (2%).¹¹⁴

In some cases, reporters may revert to stereotypes when they face language barriers or rely too heavily on one source. For example, in a qualitative analysis of 44 newspaper articles and 18 TV news broadcasts of a hostage-taking incident in a "Good Guys" electronics store, researchers found an emphasis on Asian gangs. The researchers discovered, however, that the young people were not gang members.¹¹⁵ For most of the news stories, reporters relied heavily on information from law enforcement officers who speculated inaccurately on the youths' gang memberships and the spread of Asian gang activity in other communities.¹¹⁶

Youth Victims & Perpetrators.

Only a few studies distinguished between youth victims and perpetrators. One found that homicide victims under age 15 received more coverage in the *Los Angeles Times* than would be expected based on the frequency of homicides in that group.¹¹⁷ Researchers examining the *San Francisco Chronicle* found more depictions of youth perpetrators than youth victims¹¹⁸ ; this finding concerned the researchers since youth are victims of crime at much higher levels than they are perpetrators of crime. Adults commit 1.5 times more violent crimes against juveniles than juveniles commit against each other; three times more children and youth are murdered by adults than by other juveniles.¹¹⁹

There was other evidence that youth perpetrators get more news attention than youth victims. In another examination of the *Los Angeles Times* researchers found that nearly one in four murder suspects (23.9%) whose ages were identified in the *Los Angeles Times* in 1997 were youth, while only one in six homicide arrestees (15.8%) in Los Angeles actually were youth that year.¹²⁰ The overrepresentation of youth in homicide reporting occurred despite the fact the adult homicide arrestees killed more victims than their juvenile counterparts.

Violence Against Youth is Under-reported.

Two studies assessed whether crimes against young people were being covered; both studies found that crimes perpetrated by adults against youth are under-reported.¹²¹ Several other studies that examined depictions of youth in the news generally did not detect substantial coverage on youth as victims of violence.¹²²

The relative lack of reporting on violence against youth can be juxtaposed with the over-reporting of homicide by youth as compared to adults. In a comparison of youth portrayals in 327 stories from the 1997 *Los Angeles Times* (Orange County edition) to crime reports from the Los Angeles Police Department, researchers found youth homicides were nearly three times more likely to be reported in the *Los Angeles Times*, despite the fact that adults commit and are

victims of far more murders. The authors conclude that the *Times*' misplaced focus scapegoats youth, since they commit far fewer crimes than adults.¹²³

Effects on Public Perceptions

A detailed study of the coverage of Denver's "Summer of Violence," provides an opportunity to explore the influence the news media has on the public's perception of youth violence.¹²⁴ The study compared coverage of youth homicides in the *Denver Post* during the summer of 1993 to coverage in the summers of 1992 and 1994. The study also provides interviews with journalists, as well as elected officials and criminal justice personnel, to ascertain journalists' motivations and impact on policy making during that watershed period for juvenile justice legislation in Colorado.

The study found that, while youth violence was a growing problem for many years in Denver, the news media shaped and highlighted the problem of youth violence during the "Summer of Violence" by giving high visibility coverage to several youth killings. This brought youth violence to the public's attention, even though homicides by youth in Denver were slightly *higher* in 1991, 1992, and 1994 than in 1993.¹²⁵ The Governor called a special session of the legislature that year and the legislature passed several punitive pieces of juvenile justice legislation, many of which had previously been considered and rejected.

After the "Summer of Violence" the news media moved on to other issues, and coverage of juvenile crime subsided dramatically, even though juvenile homicides *increased* the next year, and over the next summer. There was a 168.5% increase in the number of articles about youth crime between the summers of 1992 and 1993, and then a 220% decline in articles about youth crime in the summer of 1994, despite a 17% increase in the youth homicide rate in the summer of 1994 versus the previous summer. Similarly, there were 14 times as many "A" section articles in the summer of 1993 than in the summer of 1992 and four times as many in 1993 as in 1994. More than three times as many column inches were devoted to youth crime in the summer of 1993 as in either 1992 or 1994. Ultimately, the study concludes that it is not data, but news coverage, that galvanizes policy action about youth violence.

The Denver study shows us that heightened news coverage can focus attention and catapult policy action, a typical agenda-setting effect of the news. A second media effect, framing, can also have a profound impact on how news stories are interpreted by the public. Relevant here are experiments researchers have conducted to examine whether television news audiences respond differently to stories that include "mug shots" of alleged youth perpetrators of different races: Anglo, Asian, African American or Hispanic.¹²⁶

In the experiments, audiences were chosen at random in a Los Angeles shopping mall to watch a news broadcast that contained a story with a close-up photo of an alleged murderer who was either a) African American or Hispanic; b) White or Asian; or c) no racial identity. A fourth control group saw a broadcast without a crime story. Researchers found that "a mere five-second exposure to a mug shot of African American and Hispanic youth offenders (in a 15-minute newscast) raises levels of fear among viewers, increases support for 'get tough' crime policies,

and promotes racial stereotyping."¹²⁷ While the stories with perpetrators of color increase fear among all viewers, White and Asian viewers have an increased desire for harsher punitive policies than African American or Hispanic audiences, who, the authors suggest, are reminded of injustice and prejudice by the crime stories. Thus, the authors argue, when mug shots of African Americans and Latinos are shown, local TV news crime stories expand the divide between racial groups. In a similar experiment, researchers found that students rated Black suspects as more guilty, deserving of punishment, more likely to commit future violence, and less likable than the White suspects, about whom they were given precisely the same information.¹²⁸

Survey research on racial stereotyping and crime helps explain the experimental findings. Researchers have found that when Blacks are placed in a violent context, Whites who hold stereotypical attitudes that consider African Americans generally violent (and lazy) were far more likely to believe that the Blacks were guilty and prone to violence. But the same people did not have the same reaction if Whites were the ones placed in the violent context.¹²⁹

Thus several researchers conclude that a discussion about crime in America is essentially a discussion about race.¹³⁰ Evidence from a later study strongly supports that conclusion, as 60% of the people watching a news story without an image of a perpetrator falsely remembered seeing one, and in 70% of these cases they "remembered" the perpetrator as African American, even though they never saw him.¹³¹

The findings about race and crime catalogued in this report are eerily similar to research on news depictions of poverty. Martin Gilens compared network television and news magazine portrayals of poverty to who is poor in America, what Americans believe about the poor, and what those editing news photographs believe about the poor. He found that pictures in the news about poor people in America disproportionately feature African Americans, especially when depicting "less sympathetic" poor adults, as opposed to the working poor or the elderly.¹³² Gilens concludes that the disproportionate number of Black faces in news images about poverty may exist because network bureau and news magazine photographers largely operate in urban centers, where poor African Americans are more geographically concentrated than poor Whites. When the story assignment comes, photographers go where it will be easiest to take pictures of poor people – inner city African American neighborhoods.¹³³ "Because poor Blacks are disproportionately available to news photographers," Gilens suggests, "they may be disproportionately represented in the resulting news product."¹³⁴

However, Gilens notes that geographic concentration of African Americans in the inner city and photo editors' own misperceptions of the overall distribution of race and poverty do not explain completely why there is such a preponderance of Blacks in news photos about poverty. Gilens maintains that some combination of photo editors' own conscious or unconscious stereotypes, or their conscious or unconscious "indulgence of what they perceive to be the public's stereotypes" explains the rest.¹³⁵ In other words, photo editors choose photos with Black poor people in them because they think their viewers or readers will more easily interpret the photograph as being about poverty. Readers will recognize the familiar image, what they "know" to be true.

Crime news may suffer from similar factors of urban geographic concentration and stereotyping by news editors and reporters. Most youth violence in which youth are the perpetrators occurs in urban centers. In fact, in 1994, 30% of the homicides committed by youth occurred in just four

cities – Chicago, Detroit, Los Angeles, and New York – cities which contained only 5% of America’s youth population.¹³⁶ In 1997, 94% of counties in America had either one or no juvenile homicides, most of those being rural or suburban counties. Editors and producers may be making choices about which crimes to include that reflect their own internalized understanding of what crime consists of and what their audience cares about: violent Black perpetrators and White victims – the image that is being reinforced by selection choices. In most parts of the country, the primary news audience is White¹³⁷, a group that is statistically very unlikely to form their opinions about minority youth crime from personal experience. Those making news selections might assume that viewers and readers want to hear stories about people like themselves. If the news outlet’s audience, or target demographic, is primarily White, then editors and producers may “naturally” (that is, without critical examination) choose stories that feature Whites in sympathetic roles.

Journalists ponder why.

There are reasons the coverage looks as it does. One is that crime news is easy – everyone knows what it looks like, how to gather it, and how to report it. Some journalists argue that audiences want news about violence, though most polls dispute that argument. Another reason is that news is a business, and reporters, producers, and editors have learned to choose the news they believe will draw the most attractive audience for advertisers.

The study of Denver’s “Summer of Violence” offers some insight into newsroom decision-making about which homicides warrant coverage.¹³⁸ After interviewing editors, producers, and reporters, the researcher concludes that, in covering Denver’s “Summer of Violence” in 1993, journalists viewed these mostly White, middle class victims killed by minority youth through a predominantly White middle class lens. *Denver Post* reporter Steven Lipscher said, for example:

Take a look at our editors over there. Take a look at the news editors at the TV stations. Most of them are White middle class. Most of them are men but that doesn’t make a whole lot of difference here. They live in these nice middle class neighborhoods and when those neighborhoods start having random crime...and it gets close to the suburbs or even in the suburbs where these news editors live, you know that deeply troubles them. When the crime was centered solely on the inner city if we had minority editors, people who lived in the inner city, we might have covered it. But we didn’t and we still don’t. Inner city crime is not nearly as shocking as suburban crime and the only reason why is look at who is writing the stories and look at who is assigning the stories.

The White, middle class lens means that some murders are more important than others, as explained by this *Rocky Mountain News* reporter:

There are homicides and then there are *homicides* on the police beat. There are homicides I can work hard on and only get this much into the paper. And then there are the kind that all you have to do is mention to the editor, “Gotta former district attorney who just killed his wife,” and we’re all over it...And as a colleague of mine once said, he had this theory that there were misdemeanor murders. That’s not a theory I subscribe to, but he had a point. Obviously, there are some murders that don’t count as much as others. A misdemeanor homicide according to Tony

was typically a drug dealer [who] wipes out another drug dealer in an alley somewhere over a business deal gone bad. That is considered a low interest homicide (Emphasis in original).

Ultimately, individual news workers make decisions about what to include in the news of the day based on whether they personally care about the story. Reporters, editors, and producers have finely honed, internalized mechanisms that are triggered by their personal values and emotional responses, tempered by news judgement, experience, and expectations of audience response.¹³⁹ Standard selection criteria for news stories – controversy, conflict, novelty, proximity, significance, timeliness, visual appeal, practicality – are processed through the personal filters of journalists.¹⁴⁰

DISCUSSION

There has been concern about the effect of crime reporting on public understanding since long before television. The FBI crime index was created in the 1930's in order to control the public interpretation of crime statistics via the FBI, specifically to avoid "the way the press seemed to manufacture 'crime waves.'"¹⁴¹ Noncontextual news reports have also been long lamented. Thirty years ago, the Kerner Commission noted that "By failing to portray the Negro as a matter of routine and in the context of the total society, the news media have, we believe, contributed to the Black-White schism in this country."¹⁴²

This analysis tells us that these concerns are still warranted. The studies reviewed here confirm that the news media's cumulative coverage of youth, race and crime misrepresents crime, who suffers from crime, and the real level of involvement of young people in crime. With the consistent under-representation of White perpetrators and over-representation of Blacks and Latinos in violent crime stories, local TV news in particular regularly reinforces the erroneous notion that crime is rising, that it is primarily violent, that most criminals are nonwhite, and that most victims are White.

Non-representative portrayals of youth are especially problematic. The fact that violence *against* children and youth is a much larger problem than violence committed *by* youth¹⁴³ has gone largely unreported by the news media.

The public relies on news for its knowledge of crime. We suggest that a "misinformation synergy" occurs in crime news that profoundly misinforms the public. The synergy results from the simultaneous and consistent presentation of three significant distortions in print and broadcast news. It is not just that African Americans are over-represented as criminals and underrepresented as victims, or that young people are over-represented as criminals, or that violent crime itself is given undue coverage. It is that all three occur together, combining forces to produce a terribly unfair and inaccurate overall image of crime in America. Add to that a majority of readers and viewers who rarely have any personal experience with crime by Black youth, and a White adult population who must rely on the media to tell them that story and we have the perfect recipe for a misinformed public and misguided power structure.

Each study's findings, taken alone, may not be cause for alarm. After all, crime is a serious problem that demands news attention and political action.

But if news audiences are taking the crime coverage at face value, they are accepting a serious distortion. They are likely to believe that most crime is extremely violent and that perpetrators are Black and victims White. If news audiences have little contact with young people, they are likely to believe that youth are dangerous threats, in part because there are so few other representations of youth in the news to the contrary.

As noted in the Introduction to this report, the public believes just that. Seventy-six percent of Americans say they get their opinions about crime from the news.¹⁴⁴ A 1998 poll found that nearly two-thirds (62%) of the public believes that juvenile crime is on the increase,¹⁴⁵ even though there has been a 56% decline in homicides by youth between 1993 and 1998¹⁴⁶ and the National Crime Victimization Survey reports youth crime at its lowest since that survey began (1973). Rather than informing citizens about their world, the news is reinforcing stereotypes that inhibit society's ability to respond effectively to the problem of crime, particularly juvenile crime.

Journalists, too, are among the largest consumers of news. If the picture is distorted, it affects them as well. Reporters, editors, and producers making selections about what to cover are completely saturated by the images in their own storytelling. It appears that they have come to believe that the images they present on their pages and over the air reflect the world accurately.¹⁴⁷

Since every news outlet can't cover every crime, the question then becomes, how should reporters choose which crimes to cover? How can the overall picture be made more accurate? How can print and broadcast journalists make choices that minimize the distortions documented by researchers since 1910? How can their cumulative choices better reflect the crime and violence they cover? And when they make those choices, how can the media add more context to crime coverage so as to improve the viewers' understanding of the causes and solutions to violent crime?

RECOMMENDATIONS FOR THE NEWS MEDIA

The overwhelming evidence is that in the aggregate, crime coverage is not reflecting an accurate picture of who the victims and perpetrators are. The most consistent finding across media and across time is the gross distortion of the types of crime reported in the news. Rather than informing citizens about their world, the news is reinforcing stereotypes that inhibit society's ability to respond to the problem of crime, including juvenile crime. This is an admittedly difficult problem to fix, given the many constraints of daily journalism. Nonetheless, it is way past time to try to create a more accurate overall picture of crime, who suffers from it, and what can be done to prevent it. To begin to address this dilemma, we suggest that reporters, editors, and producers expand their sources; provide context for crime news; increase enterprise and investigative journalism; balance stories about crime and youth with stories about youth generally; conduct and discuss content audits of their own news; and examine the story selection process, adjusting if necessary.

Expand Sources

Reporters depend primarily on law enforcement or criminal justice sources for crime news. Several studies document the danger of limiting sources to criminal justice and police

departments. Numerous analyses we examined show the misrepresentation that can occur when police statistics are reported unquestioned.¹⁴⁸ Asian, Latino and Hawaiian youth, these studies found, were cast in stereotypical roles that did not reflect the population of youth, and misrepresented the level of gang activity. The lack of other non-violence-related portrayals of youth exacerbates this problem.

The dependence on traditional police sources hampers the full story on crime in at least two ways. First, the police benefit from some control over public understanding of crime statistics. Depending on the temper of the times, if they can show an increase in crime, they have reason for higher budgets. If they show crimes being addressed, they can engender public support. When efforts are made to count, the numbers go up, which may simply reflect unrecognized instances from before or a redefinition of old crime patterns to the new "countable" – and fundable – category.

This phenomenon was well-documented by Fishman (1980), who tracked a manufactured "crime wave" against the elderly that was created in part because the main source for information was law enforcement. After local police created a task force on crimes against the elderly, journalists tuned in, and were subsequently primed for stories on crime against the elderly. Fishman witnessed a process whereby news workers in a local television newsroom "manufactured" a crime wave by continuing to report on crimes against the elderly despite police statistics that showed an overall decrease in those crimes compared to the previous year. The close relationship between police and reporters propelled crimes against the elderly to the top of the media agenda. All of this means the journalists' role as watchdog over public institutions and their ability to check police activity against other sources is important. They can only do that well if they have a good familiarity with sources other than law enforcement.

Second, police look good when the focus is on violent crime because they have a better record of solving homicide and sexual assault than they do with property crimes.¹⁴⁹ For example, researchers found a 200% increase in crime prevention stories between 1980 and 1985 in Louisiana newspapers, mostly covering "Crime Stoppers" and "Neighborhood Watch" programs.¹⁵⁰ They note the mutual interest police and reporters have in reporting like this. The police benefit from public acknowledgment of their work to prevent crime; reporters benefit by maintaining good relationships through such stories with police, whose access to crime information they need if they are to report breaking news.

A good example of journalists' ability to expand sources occurred in the coverage of the shootings at Columbine High School. While official police reports were included in the Columbine coverage, the news media reached beyond law enforcement for interpretation and explanation.¹⁵¹ In the 12-month period prior to the Columbine shooting, criminal justice sources were quoted in 77% of stories; in the Columbine coverage they were sources in 45% of stories. In the Columbine coverage, the number of sources per story increased as we heard more from witnesses, independent experts, issue advocates, politicians, and youth themselves.¹⁵² The same questions journalists sought to answer after Columbine – How could something like this happen? What can we do to prevent it? – Can also be asked of a wider range of sources when more common violence happens locally.

Reporters should not cease using the police as sources for crime stories, but that should not be the only place they look. Some media researchers suggested that news organizations use interns to routinely query other sources for news, just as they do now with "beat checks," the calls made routinely to police stations.¹⁵³ Law enforcement perspectives limit the questions a reporter might pursue. Most crime beats are focused on cops and courts and the details of a specific event. Reporters are focused on what happened, and whether the perpetrators have been apprehended. Community-based sources, public health departments, and others have data and information that can balance a law-enforcement-only approach. For example, hospital admission data, though not always available for a breaking story, can help reporters put crime and its consequences in perspective. Health departments and coroner's offices are good sources of homicide data. Other social agency employees and community residents can have information about neighborhood life pertinent to crime stories. Reporters need to cultivate these sources the same way they cultivate the local beat cops.

Provide Context for Crime News in Regular Reporting

Robert Entman suggests that local television attention to crime is a function of news workers' need to appeal to a wide audience that crosses political jurisdictions. TV uses violent crime stories to arouse emotions rather than presenting analyses to help people deliberate local policy choices because emotional reactions are the same across political boundaries, though policy may be different.¹⁵⁴ Thus reporters are drawn to homicide because everyone in their audience can appreciate the drama. But interpreting violence narrowly in terms of homicide, and interpreting homicide in terms of personal altercations or failure of restraint misses the larger story of violence. For example, in a study provocatively titled, "Violence in American cities: Young Black males is the answer, but what was the question?," racial differences for homicides disappeared when researchers controlled for "marginal urban landscapes," defined specifically as proximity to LULU's (Locally Unwanted Land Uses, such as waste incinerators, landfills, airports, refineries, etc.) and TOADS (Temporarily Obsolete Abandoned Derelict Sites, such as deserted factories, power plants, mines, vacant garbage-strewn lots, etc.).¹⁵⁵ Local disintegration is the key risk factor for violent death, not age or race.¹⁵⁶

Certainly excellent reporting on this issue has been done¹⁵⁷, but in general, the studies here confirm that it is the drama of single crimes that is regularly made vivid, not the links to larger social and physical environments and precursors.

By context we do not mean the particular details of an individual crime (the "blood-soaked shirt" and the like). Instead we are referring to the relationship of the single incident to the larger social fabric, be that neighborhood conditions, the risk factors for violence, or crime rates – all the things that help explain the status of crime, race and youth. The challenge is to add the social context to the storytelling and give audiences some guideposts for interpreting the crime.

For example, no reporter would investigate a car crash scene, late at night, and not ask whether the driver or passengers had been drinking. It is an appropriate question because alcohol is a known risk factor for vehicle crashes. But alcohol contributes to homicide at almost precisely the same rate it contributes to fatal car crashes – 32% and 33% respectively.¹⁵⁸ If it make sense to ask the question, "Was alcohol involved?" At the scene of a crash, it makes sense to ask it at the scene of a crime. Questions generated from the risk factor research on violence can help crime beat reporters ask better questions. Then they could link specific crimes to larger issues and

prevention. For more than 15 years, epidemiologists have been identifying violence risk factors, including the availability of firearms and alcohol, racial discrimination, unemployment, violence in the media, lack of education, abuse as a child, witnessing violent acts in the home or neighborhood, isolation of the nuclear family, and belief in male dominance over females.¹⁵⁹

Another explanation print and broadcast journalists could offer for the picture of crime reported here is that they focus on the unusual – that the unusual is what, in fact, makes the crime stories newsworthy. While this might be true, it does not explain the absence of context that would help citizens understand how to interpret the rare event. In other areas of reporting, integrating context is expected. In almost every area of a newspaper or broadcast – sports, business, politics, entertainment – general information is integrated with spot news and events are made sense of for audiences by placing them in a larger context, if not in the same article, then with additional graphics or sidebars or standing reports. With every other topic, newspapers are including information that depicts the status of issues, along with the unusual events.¹⁶⁰ Stories on crime and youth could be treated with equal depth and breadth.

There is some evidence that including context as we've defined it here makes a difference to news consumers. In a 1993 experiment, researchers found that when accidents were reported with more attention to the "causal chain of events, described in the human context of antecedents and aftermath, and weekly accounts of local accident statistics were given (including date, location and severity)," then newspaper readers' had a better understanding overall of accidents' relationship to other community issues.¹⁶¹

An excellent example of providing context occurred with the *Washington Post's* coverage of a 2000 shooting in Mt. Morris Township, Michigan, of a six-year-old girl by a six-year-old boy. To be sure, the *Post* covered the tragedy, as did most papers, the day it occurred. But four weeks later, the *Post* ran an extensive, front page article on the factors that contributed to the boy's involvement in the shooting, including the impoverished neighborhood he lived in, his ready access to guns, and the neglect he received at the hands of his drug-involved caretakers – all factors which are highly associated with violence.¹⁶² Other reports connected the consequences of welfare reform to the incident, since the boy's mother had been forced back to work despite the lack of adequate child care arrangements for her son.¹⁶³

Providing context means that news organizations must reinvest in the practice of journalism. Resources must be available so that journalists can do the work to understand the landscape of violence in the region they cover. Reporters need time to cultivate relationships with key sources, get to know neighborhoods, and do "gumshoe" journalism. It takes much more work, and time, on the part of reporters to draw out the drama in those stories and connect them meaningfully to the larger context. News organizations need to support this time, which leads to our next recommendation.

Bolster Enterprise and Increase Investigative Journalism

Reporting the unusual is of interest to reporters and the population at large. But a news focus almost exclusively on the unusual has detrimental consequences. First, to the uninitiated news consumer, those unaware that reporters and editors make a series of choices about what goes into the newspaper or TV broadcast, the regular diet of unusual over time seems usual. If the only

information people receive about crime, violence, and youth is from the news, it is not surprising that they would think the world is an increasingly dangerous place, and that African Americans are more likely to victimize Whites than are other Whites. If the few studies of youth in the news are correct, the public learns that young people are more violent than ever before, that most youth are violent, and that people under age 18 commit almost as much violent crime as adults do. Yet none of these conclusions is true.

Instead, reporters should be telling stories about typical events, and telling them with more depth. Continuous coverage of rare events, even with a disclaimer alerting news consumers about the rarity, is not sufficient.

The remedy is enterprise journalism. Enterprise journalism means reporters don't work from news releases or police scanners, but get out from behind their desks, into the community, where a variety of sources and perspectives can be reported. Reporters can then do the digging to find true exemplars of real trends, rather than chasing the easy, but rare, high profile event.¹⁶⁴ They can enlist organizations such as the National Institute for Computer-assisted Reporting which can help with collection and analysis of trend data. Then they will know what they are looking for, and be able to recognize a potentially newsworthy event — newsworthy because it is a good example of the real problems the region faces, not because it is rare. News producers hope their audiences will connect with the human drama of the story, and the human drama exists in the routine violence as well as the unusual. It simply requires good reporting to uncover that drama.

Investigative journalism – digging deeper, over longer periods of time – can help uncover important stories and explain new trends. It holds the potential to reveal juvenile crime stories that have gone completely unnoticed by the general public. For example, in its award-winning series on abuses at the state's boot camps, the *Baltimore Sun* awoke state leaders and citizens to abuses at the camps and lax after care of delinquent youth upon release. The result – five top juvenile justice officials lost their jobs, the boot camps were permanently closed, and the Department of Juvenile Justice received its largest single-year budget increase in history.

Balance Stories about Crime and Youth with Stories about Youth in General

News organizations must pull back their lens to get a broader picture of what else young people are doing. When it comes to youth, violence is as prominent in the news as education.¹⁶⁵ Portraying the two subjects nearly equally exaggerates the rate of violence and gives short shrift to education, particularly since 52 million young people go to school but only 125,000 are arrested for violent crimes each year. What issues affect them? What other newsworthy activities are they engaged in? Without such coverage to balance reporting on crime and violence, the public sees a narrow, inaccurate reflection of youth.

Journalists themselves are reaching this conclusion. In an extensive article on how youth are covered in newspapers, *Los Angeles Times* reporter David Shaw documented similar critiques – and self-critiques – from journalists around the country. Experts on children and journalists themselves noted that children's issues are undercovered and audiences underserved as a consequence. "Traditionally," writes Shaw, "most children have been in the news only when

they've done something bad or when others have done bad things to them. Even though most kids don't fit into either category, this coverage can adversely – and unfairly – influence public perceptions and public policies that affect children, especially teenagers."¹⁶⁶

To remedy this, some news organizations have created special beats to cover children and youth. Organizations like the Casey Journalism Center for Children, Youth, and Families at the University of Maryland provide training for reporters and editors on key issues. NewsLab, a project affiliated with the Project for Excellence in Journalism, provides suggestions for reporters who want to bring more substance and better storytelling to local TV news. And, young people themselves have made reasonable suggestions that would result in more comprehensive coverage. In San Francisco, the UNYTE Youth Team, after careful study of youth depictions in the *San Francisco Chronicle*, suggested that the news media could balance crime coverage of youth by:

presenting news reports about youth crime in proportion to crime that youth commit;
producing in-depth stories that connect the conditions and underlying causes for crime among youth;

- hiring youth reporters for youth issues and soliciting youth commentaries for editorial pages;
- linking the consequences of policy decisions to conditions and events involving youth (e.g., critically examine the effectiveness of incarceration policies);
- reporting on the link between poverty and violence; and
- involving young people in monitoring their coverage of youth.¹⁶⁷
- Heeding this advice may have the added value of attracting younger audiences to the news.

Conduct Internal Audits of the News

Print and broadcast journalists can compare their outlet's news reports to actual trends in the region they cover. What are the data on race, age, and gender in relation to violence? Based on the news, would regular readers and viewers see an overall distorted picture of crime, race, and youth? News organizations can and should examine and publish their own statistics on the race, age and gender of offenders and victims they re-report on and let readers and viewers know how that compares to other indicators from criminal justice or public health sources. Such analyses can foster productive newsroom discussion and spawn mechanisms for correcting the cumulative distortion of story choices. Publishing the analyses can also educate audiences to be better consumers of the news.

When a newspaper pays attention to how it portrays a group or an issue, and makes a concerted effort to change, it can end up with a better news product. For example, the *Los Angeles Times* succeeded in expanding the roles in which Latinos appeared in the paper after careful content analysis and in-depth discussion in the newsroom.¹⁶⁸ Using an innovative newspaper content analysis, reporters and editors were able to identify serious limitations in the way Latinos appeared in the paper. The research helped reporters and editors understand the deficiencies of their own reporting, and the paper was willing to hire a special group of reporters to focus on

Latinos in Los Angeles. The results from the *Times* are promising. After months of work, Latinos now appear in the paper more frequently and in a greater diversity of roles, rather than being concentrated in low-income or criminal depictions as they were previously.

Examine the Selection Process, and Exercise Restraint When Necessary

Sometimes, the news media should not cover certain stories, or not cover them prominently, because they inflame but do not inform. Of course, news outlets cannot stop telling unusual stories, but they need not tell every one, thereby overwhelming readers and viewers with a cumulative misrepresentation, especially when it means there is not room for less sensational but more important news.

Some news organizations have already begun to apply criteria for story selection, like KVUE-TV in Austin, Texas, which does not air crime stories unless they meet one of the following five criteria:

- *Does action need to be taken?*
- *Is there an immediate threat to safety?*
- *Is there a threat to children?*
- *Does the crime have significant community impact?*
- *Does the story lend itself to a crime prevention effort?*

KVUE-TV applied these criteria and remained the top-rated news program in its market. Following the shooting in Springfield, Oregon, the *Chicago Sun-Times* editorialized that it would no longer cover out-of-state shootings on its front page out of concern that the prevalence of such shootings was being exaggerated and would frighten children. The *New York Times*' coverage of the shooting in Mt. Morris Township, Michigan on March 1, 2000, ran on page A14, given equivalent space and prominence with a study on racial disparities in school suspensions.

Who Gets Attention in the Newsroom?

Is perceived victim "worthiness"¹⁶⁹ the unspoken criteria for whether a murder is selected for the news? Reporters should ask themselves: Who qualifies as a worthy victim in my newsroom? Who doesn't? By making these criteria explicit and sharing decisions with readers and viewers, reporters will give them some indication of what they are choosing from, what the field of possibilities is on a given day or in a given week.

If reporters limit themselves to reporting what just happened without considering how that crime fits into larger patterns, the news is doomed to be distorted. The best reporters can do in that situation is say, "This is unusual." However, in the absence of a picture of the usual, the repeated image of unusual crimes will fill the void. One way out of this trap is to be sure the newspaper, magazine, or broadcast turns as much attention – or at least some – to the usual victims and perpetrators of crime. If, for example, domestic violence is a frequent type of assault in the area the outlet covers, or if child abuse is a frequent cause of death for young people, journalists should report on that at least as frequently as other types of assaults or homicides.

The special case of race.

In particular, reporters should ask themselves whether the race of the victim or suspect determines whether a story gets reported. One researcher noted that a Chicago newspaper reporter told him that "his newspaper considered news of Negro crime to be 'cheap news'," especially when both the victim and suspect were Black.¹⁷⁰ In another study, four White reporters interviewed believed race played no role in story selection, while the Black reporter who was interviewed believed race did play a role.¹⁷¹ All the reporters interviewed equated race with location (inner city versus suburbs).

Editors and producers may choose to give space to certain crimes over others because of who in their audience is affected. Writing in *Editor & Publisher*, veteran journalist Nat Hentoff suggested that we don't see much reporting of victims of color because "too many newspapers treat such crimes as so 'routine' as to be not worth the space to report on them."¹⁷² The research reviewed here reveals a more complicated picture: It's not just that victims of color are less visible, but also that suspects of color are more vividly depicted. Race has powerful salience in news and is worth special attention in newsrooms. Discussion about crime and race among journalists has primarily been centered around whether or not racial identifiers are appropriate in stories describing suspects.¹⁷³ Recommendations have included being sure the racial reference is relevant, explaining that relevance, avoiding euphemistic adjectives (e.g., "inner city"), using racial identifiers only when they add value to the story, and being informed generally about people of races other than one's own.¹⁷⁴

There is some evidence that news consumers remember more about what they see than what they hear.¹⁷⁵ Iyengar, for example, found that TV news viewers were more likely to attribute responsibility for fixing problems to government and institutions after they watched TV news stories that included contextualizing information, except when the story focused on an African American.¹⁷⁶ In that case, viewers attributed responsibility for fixing the problem to the victim. Race trumps everything else in news stories as viewers revert to demeaning and inaccurate stereotypes. Gilliam and Iyengar refer to this as the "crime script", the expected sequence of events from which news consumers derive meaning and draw conclusions based on their experience with previous or similar events. When it comes to crime, they argue, television news has taught viewers that the pattern to expect is "crime is violent, and criminal behavior is associated with race/ethnicity."¹⁷⁷

RECOMMENDATIONS FOR CHILD ADVOCATES, YOUTH GROUPS AND CIVIL RIGHTS ORGANIZATIONS

While most of this report and these recommendations have focused on what the news media can and should do to improve crime coverage, there is much that juvenile justice advocates can do to help generate a fairer depiction of youth crime. Journalists make the ultimate decisions about what stories will be told and how the information will be conveyed. But journalists rely on their sources for information, verification, and explanation. If those with the most information about and access to young people refuse to talk with journalists, the picture of youth on the news will be incomplete. We recommend that advocates build relationships with journalists, talk to them

about their coverage, and help them get the information they need to do more complete stories, be it hard data or young people to interview.

Work With Reporters To Give A More Accurate Picture

Because of the juvenile justice system's historic confidentiality protections, many child advocates refuse to talk to reporters about the context of individual cases. This places a serious and sometimes insurmountable burden on reporters when they try to tell a more complete story. It can also result in monolithic depictions of young people as criminals whose delinquency is presented without important contributing antecedents.

Over the past decade, 43 states have diminished confidentiality protections, so that the news media now have unprecedented access to information about delinquency proceedings. Defense attorneys and child advocates must learn new ways to work with members of the news media to allow a fuller story to be told about troubled young people, without abandoning confidentiality protections. Over the past year, conferences held by the American Bar Association's National Juvenile Defender Center and the National Legal Aid And Defender Association have sought creative ways to do just that. Other resources are available for advocates interested in better understanding the constraints of the news business and improving their skills in communicating with reporters.¹⁷⁸

Engage Reporters, Editors, and Producers In Dialogue About Their Coverage

Child advocates, youth groups and civil rights groups need to begin to engage news outlets as consumers to educate the news media about their needs and to jointly seek solutions to the complex issues raised in this and other reports about coverage of youth crime. We Interrupt This Message, an advocacy group that conducted two of the studies discussed in this report, took its findings on disproportionate youth crime portrayals directly to the *San Francisco Chronicle* and the *New York Times*. In 2000, Suffolk University's law school held a forum which brought together reporters from the *Boston Globe*, the *Boston Herald*, and several electronic media with lawyers and community groups that work with young people for a productive exchange of ideas about coverage of youth crime. In recent years, civil rights groups like the NAACP and the National Council of La Raza have highlighted the scarcity of minority representation on network programming. Although these efforts concerned entertainment media, similar efforts to educate news media about depictions of minority offenders and victims may also be well received.

Make Data Available

Journalists need local data to make national problems relevant for their audiences. Share information with journalists so they can learn about local patterns, incorporate that information into daily stories, and give citizens the information they need to make better decisions about violence prevention policy.

Prepare Young People To Speak for Themselves, and Let Them Do So

Youth are becoming involved in advocacy efforts about juvenile justice and violence prevention from coast to coast. Give young people the training and support they need to speak confidently about the work they are doing to improve their communities for themselves and others. Increasing the visibility of young people in the news will help balance the current picture. Create situations where young people can interact with journalists so they can begin establishing themselves as sources on their own.

Make Yourself Available to Reporters

Youth advocates and researchers cannot have an impact on the coverage of youth crime if journalists don't know they exist, if they cannot find spokespeople when they need them, or if advocates do not respond to their requests for information in a timely manner. Sometimes, this will be difficult, because breaking stories about youth crime do not always arise at convenient times. But advocates' availability as experts or alternative voices prior to deadline can help shape coverage and put violence among youth into its proper context.

CONCLUSION

If the public and policy makers have internalized a distorted picture of crime, race, and youth from the news, journalists are likely to have done so as well. After all, journalists consume more news than anyone. A quick trip to any newsroom makes that instantly clear: Twenty-four hours a day journalists are under pressure to be aware of current news or anything that might become news. To meet the pressure, news organizations stay tuned in to each other, via the wire services, radio, print, or TV, which is available in newsrooms overhead and in every direction. News organizations watch each other closely, and mimic each other's news. Unfortunately, many of them are repeating a terrible distortion. In whatever way they can, reporters have to break through complacency and question their own news and news gathering habits. When it comes to young people, race, and crime, readers and viewers require a more complete accounting of what is happening to whom. Without print and broadcast journalists' better efforts, the public will never know enough about why violence happens, what is happening to prevent it, and what, as a society, we should do next.

**Appendix. Author and Year of Level One and Level Two Studies
(Full citation is available in References.)**

Level One Studies N=65

Adams & Hasty 1977
 Baker 1996
 Baker et al 1996
 Charney and Oudeman 1995-7
 Chanski 1998
 Cohen 1976
 Dale 1998
 DeLoach & Woods 1996
 Daniels & Sedoff 1976*
 Dorfman et al. 1997
 Dorfman & Woodruff 1998
 Flansburg 1987
 Entman 1994a
 Entman 1995
 Entman 1998
 Estroff 1997*
 Evans & Pear 1997
 Feltner & Jordan 1996
 Fortin 1998
 Fitzmaurice & Williams, 2000*
 Gato & Orndick 2000*
 Gillen & Jumper 2000
 Gillen et al. 1996
 Guba 1998
 Guba 1999
 Gumburg et al. 1993
 Hambrick et al. 1996
 Harpstone 1991
 Jahn & Field 1998
 Jones 1996
 Johnston et al. 1994
 Lester 1994
 Liska & Overholt 1999*
 Loh 1995*
 Muthukrish 1998*
 Hall & Pajler 1996*
 Clev 1994*
 Clev 1997*
 Polley et al. 1995*
 Putnam & Chansup-Lit 1997
 Rich & Quinn 1974*
 Mitchell 1984
 Mitchell & Hughes 1997
 Rosenzweig 1995*
 Ruppilo 1997*
 Roberts 1976
 Rodgers et al. 2000
 Romer et al. 1998
 Russon-Jensen 1994
 Entman 1995*
 Ruby & Ashline 1981
 Sany & Deschamps 1996
 Sarason et al. 1989
 Schmitt-Wilk 1999
 Shattuck 1997*
 Todor 1997*
 Todor et al. 1999
 Valentine 1998*
 Vargo & Joffe-Todor 1998

Level Two Studies N=65

Alpert et al 2001
 Aizer 1994
 Bakeman & Holt 1998
 Barrow et al 1998
 Carver & Alford 1996
 Center for Media & Public Affairs 2000
 Center for Media & Public Affairs 2000
 Center for Media & Public Affairs 1998
 Center for Media & Public Affairs 1999a
 Center for Media & Public Affairs 1999b
 Center for Media & Public Affairs 1999c
 Center for Media & Public Affairs 1999d
 Center for Media & Public Affairs 1999e
 Chesney-Lind et al 1997
 Christie 1974
 Cole 1996
 Entman 1994b
 Entman 2000
 Falco & Duffin 1994
 Gandy et al. 1990*
 Gaudin 1981
 Gillen & Jumper 1998*
 Guber 1997
 Kapor Family Foundation 1998
 KPa 1998a
 KPa 1998b
 KPa 1998c
 KPa 1998d
 KPa 1998e
 KPa 1998f
 KPa 1998g
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 KPa 1999n
 KPa 1999o
 KPa 1999p
 KPa 1999q
 KPa 1999r
 KPa 1999s
 KPa 1999t
 KPa 1999u
 KPa 1999v
 KPa 1999w
 KPa 1999x
 KPa 1999y
 KPa 1999z

*These studies were ultimately eliminated from our analysis because they were primarily about single events (coverage of Mike Tyson, O.J. Simpson, etc.), "real" events, media effects, photographs only, non-U.S. news, or other topics rather than analyses of general news that included crime news content or coverage of youth.

ENDNOTES

1 Males & Macallair 2000

2 Jones & Yamagata 2000

3 Juszkievicz 2000

4 US OJJDP 1999

5 Pope & Feyerherm 1995

6 Bridges & Steen 1998

7 The National Crime Victimization Survey is an annual survey of over 40,000 Americans inquiring about victimizations they have experienced in the previous year. It is generally considered highly reliable by criminologists because, unlike the FBI's Uniform Crime Reports, it does not rely only on crimes that become known to police, and therefore is less affected by differential rates of citizen reporting over time.

8 Belden, Russonello & Stewart, 1999

9 Brooks, Schiraldi, & Ziedenberg 1999.

- 10 When asked "Who commits most of the violent crime these days?" 60 percent of respondents chose young people (Fairbank, Maslin, Maullin and Associates and the Tarrance Group, conducted for The California Wellness Foundation, May 1996). In California in 1996, juveniles made up 13% of the state's violent arrests, according to the California Attorney General's Office.
- 11 Males & Macallair 1999
- 12 Snyder & Sickmund 1999
- 13 Updegrave 1994
- 14 Lippmann [1922]1965
- 15 ABC News 1996
- 16 Braxton 1997
- 17 Farkas & Duffet 1998
- 18 quoted in Farkas & Duffet 1998
- 19 cf. McCombs & Shaw 1993
- 20 Snyder & Sickmund 1999
- 21 see Oliver 1994
- 22 Though we did our best to make the database search exhaustive, there is no way to ensure that 100% of relevant studies were captured in our search. The authors would appreciate any information on published studies that are not referenced in this report.
- 23 Local law enforcement statistics cited in this report include data from the Chicago Police Department and the California Department of Criminal Justice.
- 24 We found no studies of crime on radio news.
- 25 Sheley & Askins 1981
- 26 We did not include studies published in languages other than English or about news distributed outside the US However, several studies turned up in our literature review that indicate the patterns in other countries are similar to the findings described here (c.f. Williams and Dickinson 1993). Fishman and Weimann (1985), the only study we found with a detailed examination of crime and gender on the news, investigated how women and criminality were portrayed in the major Israeli daily newspapers. They found that gender depictions vary with different crimes, and when stereotypes about gender roles are violated, news reports use lenient language that treats female victims as "exceptional," perhaps reinforcing stereotypes about aggression in women and men.
- 27 Subervi-Vélez 1999
- 28 Chavez and Dorfman 1996-7
- 29 Vargas and dePyssler 1999
- 30 Turk et al. 1989
- 31 Dorfman et al. 1997; Gilliam et al. 1996; Klite 1998a, 1998b, 1995b; Bliss 1994; Romer et al. 1998
- 32 Center for Media & Public Affairs 1999, 1997a, 1997b, 1997c, 1996, 1995; Dominick 1978
- 33 Grabe 1999, Barlow 1995, Windhauser et al. 1990
- 34 Antunes and Hurley 1977
- 35 Davis 1952
- 36 Sheley and Ashkins 1981
- 37 Chermak 1998
- 38 Johnstone et al. 1994
- 39 Sorenson et al. 1998
- 40 Sorenson et al. 1998
- 41 Gilliam et al. 1996:10
- 42 Barlow et al. 1995
- 43 Center for Media & Public Affairs 2000a
- 44 Center for Media & Public Affairs 2001
- 45 Klite 1998a, 1998b, 1995a, 1995b
- 46 Kaiser Family Foundation 1998
- 47 Barlow 1995
- 48 US Department of Justice 1999
- 49 US Department of Justice 1999
- 50 Braxton 1997
- 51 Krajcicek 1998:42
- 52 Bliss 1994, Dorfman et al. 1997, Dorfman & Woodruff 1998, Fenton 1910, McGill N.D., McManus & Dorfman 2000, Perrone & Chesney-Lind 1997
- 53 Barlow 1998
- 54 US National Advisory Commission on Civil Disorders 1968
- 55 Klite 1995c:4
- 56 Romer et al. 1998
- 57 See the University of Missouri School of Journalism's *Guide to Research on Race and the News* for a comprehensive catalogue of all aspects of research on race and the news (beyond the crime and violence category).
- 58 Dulaney 1969

- 59 DeLouth & Woods (1996) found that when suspects were from an ethnic minority group, disclosure of the victim's ethnicity (most often White) was more common. However, the authors cautioned that their numbers were too small to be conclusive.
- 60 Barlow 1995, 1998; Dulaney 1969; Gilliam & Iyengar 2000; Gilliam et al. 1996; Entman 1990; Grabe 1999; Romer et al. 1998; and Weiss and Chermak 1998 all found minority overrepresentation of perpetrators; Fedler and Jordan 1996; Rodgers et al. 2000, and Sorenson et al 1998 found no overrepresentation of minority perpetrators.
- 61 Hawkins et al. 1995, Johnstone et al. 1994, Pritchard & Hughes 1997, Romer et al. 1998, Sorenson et al. 1998, and Weiss & Chermak 1998 all found Black victimization underreported compared to Whites; only Fedler & Jordan 1996 found no disparity.
- 62 Romer et al. 1998, Smith 1991, Johnstone et al. 1994, Sorenson et al. 1998
- 63 Pritchard & Hughes 1997
- 64 Weiss & Chermak 1998
- 65 Sorenson et al. 1998:1514. Note: Sorenson et al. controlled for the overwhelming frequency of stories about the O.J. Simpson murder trial by counting all Simpson stories as one.
- 66 Weiss & Chermak 1998
- 67 Klite 1995a
- 68 Klite 1995b
- 69 Gilliam et al. 1996
- 70 Gilliam et al. 1996
- 71 Entman 1990, 1992, 1994a
- 72 Entman 1992
- 73 Romer et al. 1998:296
- 74 Romer et al. 1998:298-9
- 75 USGAO 1990
- 76 Updegrave 1994
- 77 Romer et al. 1998 NOTE: Romer et al. used the FBI rate for homicides to compare to the victimization in crime stories (not just homicide stories). Their comparison is not exactly parallel, but we have included it here because homicides dominate media crime coverage, and because in other categories of crime Whites are more likely to be victimized by other Whites, though at a lower ratio than for homicide.
- 78 Sorenson, et al. 1998
- 79 Entman 1990
- 80 Rodgers et al. 2000
- 81 Pritchard 1985
- 82 Fedler and Jordan 1996
- 83 quoted in Fedler and Jordan 1996
- 84 Greenberg et al. 1983
- 85 Greenberg et al. 1983
- 86 Alvear 1998, Carveth & Alverio 1996, Subervi-Vélez 1999, Vargas & dePyssler 1999
- 87 US Department of Justice 2000
- 88 Entman 2000
- 89 Since juvenile proceedings were confidential in most states prior to the 1990's, detailed articles about youth crime were more difficult to write, and therefore, there was less to analyze in this respect.
- 90 Alequin et al. 2001; Baizerman & Hiram 1980; Barlow 1998; Bervera et al. 1998; Dorfman et al. 1997; Dorfman and Woodruff 1998; Gilliam & Iyengar 1998; Humphries 1981; Kunkel 1994; Males 1998; McManus and Dorfman 2000; Perrone and Chesney-Lind 1997, 1998; Song & Dombrink 1996; Stensaas 1961; Zatz 1987
- 91 Kunkel 1994, Dorfman et al. 1997, McManus and Dorfman 2000, Center for Media and Public Affairs 2000b
- 92 Baizerman and Hiram 1980
- 93 Baizerman and Hiram 1980:21
- 94 Perrone and Chesney-Lind 1998, 1997
- 95 Perrone and Chesney-Lind 1997:104
- 96 Crime Prevention and Justice Assistance Division 1998
- 97 Kunkel 1994
- 98 McManus and Dorfman 2000
- 99 Dorfman et al. 1997
- 100 In this study, the youth category included people through age 24.
- 101 Crime statistics here are for youth under age 18 whereas the study analyzed young people age 24 and under. This does not affect the analysis dramatically since percentages are used for both cohorts. For example, a similar percentage of young people under age 24 would be expected to have been victims or perpetrators of violence in 1993. While we would expect that young people age 24 and under would make up a higher percentage of overall violence arrests than young people under age 18, they would by no means make up 68% of violence arrests.
- 102 Center for Media and Public Affairs 2000b
- 103 Center for Media and Public Affairs 2000b:6
- 104 Center for Media and Public Affairs 2000b:4
- 105 Kunkel 1994

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- 106 Baizerman and Hirak 1980
 107 Barlow 1998
 108 Barlow 1998:172
 109 Barlow 1998:173
 110 "Modern racism" is defined by Entman as a more subtle discrimination than blatant racism, which is typified by refusal of services, denied voting rights, verbalized hostility and the like. Modern racism, on the other hand, is evident in attitudes that assume Blacks as a group are lazy, dangerous, demanding, or otherwise inferior. Cf. Entman 1990 & 1992.
 111 Dorfman and Woodruff 1998
 112 Graber 1990
 113 Alequin et al. 2001
 114 Center for Media and Public Affairs 2000b
 115 Song and Dombrink 1996
 116 Similarly, Zatz (1987) argues that a "Chicano gang crisis" was created in part by Phoenix newspapers, which uncritically reported police department statements about increases in the number of Chicano gangs. However, Zatz does not present the news content analysis data and so is not included in this discussion.
 117 Sorenson et al. 1998
 118 Bervera et al. 1998
 119 Cf. FBI Uniform Crime Reports 1999 which shows that there are three times more under-18 murder victims killed by adults than by other youth; Office of Juvenile Justice and Delinquency Prevention, Juvenile Offenders and Victims: 1999 National Update (same finding, p 20), and Juvenile Offenders and Victims: 1996 National Report which shows that 60% of the violent victimizations of juveniles are perpetrated by adults, p 29; and Bureau of Justice Statistics, Murder in Families, July 1994 which shows that parents are six times more likely to murder teenage children than the other way around.
 120 Males 1998
 121 Bervera et al. 1998, Alequin et al. 2001
 122 Kunkel 1994, Dorfman et al. 1997, Dorfman & Woodruff 1998, McManus & Dorfman 2000. The Center for Media and Public Affairs (2000b) study of youth finds "crime victimization" the top category for youth portrayals, but they do not differentiate between youth or adult perpetrators in those victimizations.
 123 Males 1998
 124 Greiner 1997
 125 Although the juvenile homicide rate in the *summer* of 1993 (6.5 per 100,000 youth) was higher than in the *summer* of 1992 (4.6) and lower than the *summer* of 1994 (7.6).
 126 Gilliam & Iyengar 1998
 127 Gilliam & Iyengar 1998:46
 128 Peffley et al. 1996
 129 Hurwitz & Peffley 1997
 130 Barlow 1998
 131 Gilliam & Iyengar 2000
 132 Gilens 1996
 133 Gilens is careful to point out that urban poor are not more Black than rural poor 29% and 30% respectively but that poor Whites are less geographically concentrated, "spread around," he says, in both poor and nonpoor neighborhoods.
 134 Gilens 1996:533
 135 Gilens 1996:537
 136 Lotke & Schiraldi 1996
 137 This is less true, of course, for parts of California, Texas and other states with great racial/ethnic diversity.
 138 Grenier 1997
 139 Dorfman 1994
 140 Cf. Gant and Dimmick 2000
 141 Maltz 1977
 142 US National Advisory Commission on Civil Disorders 1968:383
 143 Miller et al. 2001
 144 ABC news poll, 1996, published by Public Agenda
 145 Brooks et al. 2000
 146 US DOJ FBI 1993 & 1998
 147 Gilens (1996) for example, found that photo editors from *Time* and *Newsweek* overestimate the number of Blacks in poverty, though not as much as the general public does.
 148 Song & Dombrink 1996, Zatz 1987, and Perrone & Chesney-Lind 1998
 149 Magar 1992
 150 Windhauser et al. 1990
 151 McManus and Dorfman 2000
 152 McManus and Dorfman 2000
 153 Gant and Dimmick 2000
 154 Entman 1990
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- 155 Greenberg and Schneider (1994)
 156 Deteriorating physical conditions have been associated with other public health problems such as Gonorrhea (cf. Cohen et al. 2000).
 157 Cf. Solis 1997, Monmaney and Krikorian 1998; Richisson 1999.
 158 Smith et al. 1999
 159 See Winett 1998 for a comprehensive summary of public health research on violence to date.
 160 Stevens 1998
 161 Wilde 1993
 162 Brown 2000
 163 Associated Press 2000
 164 Cf. Zillmann and Brosius 2000
 165 McManus and Dorfman 2000
 166 Shaw 2000: A8
 167 Bervera et al. 1998
 168 Cf. Rodgers and Thorson 2000
 169 Sorenson et al. 1998, Pritchard and Hughes 1997
 170 Dulaney 1969:604
 171 Pritchard and Hughes 1997
 172 Hentoff 2000
 173 Cf. Montañó 1998
 174 Hyman 1998
 175 Grabe 1999
 176 Iyengar 1991
 177 Gilliam and Iyengar 2000:561
 178 Cf. Wallack et al. 2000

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Lori Dorfman is Director of the Berkeley Media Studies Group where she directs the group's work with community groups, journalists and public health professionals. Dr. Dorfman's current research examines how local television news and newspapers portray youth and violence. She edited *Reporting on Violence*, a handbook for journalists illustrating how to include a public health perspective in violence reporting, published by BMSG. Based on this work, she is part of an interdisciplinary team that is conducting workshops on violence reporting for newspapers and local TV news stations. Dr. Dorfman teaches a course for masters students on mass communication and public health at the School of Public Health at the University of California, Berkeley. She has published articles on public health and mass communication, and co-authored *Public Health and Media Advocacy: Power for Prevention*, (Sage Publications, 1993) and *News for a Change: An Advocates' Guide to Working With the Media* (Sage Publications, 1999). Dr. Dorfman consults for government agencies and community programs across the U.S. and internationally on a variety of public health issues including violence prevention and injury control, alcohol control, tobacco control, children's health, child care, childhood lead poisoning, affirmative action, nutrition and exercise, and women and HIV/AIDS.

Berkeley Media Studies Group

The Berkeley Media Studies Group operates out of the belief that the mass media, especially the news, have a significant influence on people's beliefs and actions regarding public health and social issues and that the news media can be a powerful force for change. BMSG works with community groups, journalists and public health professionals to harness the power of the media to advance healthy public policy. BMSG studies the news and news gathering to support professional education for journalists and media advocacy training for grass roots and public health leadership groups. BMSG is a project of the Public Health Institute.

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Vincent Schiraldi is founder and president of the Center on Juvenile and Criminal Justice and its research and public policy arm, the Justice Policy Institute. He has a 20-year history of research, public education, and direct services in the criminal/juvenile justice field. Mr. Schiraldi served on the California Blue Ribbon Commission on Inmate Population Management, the National Criminal Justice Commission, and the San Francisco Juvenile Probation Commission and as an advisor to the California Commission on the Status of African American Men. His research findings and commentaries have been covered in print and on electronic media throughout the country including Nightline, the Today Show, the *New York Times*, the *Washington Post*, the *Los Angeles Times*, the *Christian Science Monitor*, the News Hour with Jim Lehrer, evening newscasts for ABC, CBS, and NBC; National Public Radio, CNN, and the BBC, among others. He is a regular commentator on Washington, DC's public radio station, WAMU. Mr. Schiraldi has a Masters Degree in Social Work from New York University.

Center on Juvenile and Criminal Justice/Justice Policy Institute

The Center on Juvenile and Criminal Justice is a private, non-profit organization devoted to reducing society's reliance on incarceration as a solution to social problems. The Center provides advocacy services and direct services on behalf of youth and adults facing incarceration throughout the country, with offices in San Francisco, Washington DC, Baltimore, and Philadelphia. The Justice Policy Institute (JPI) is the research and public policy arm of the Center. Among other research topics, JPI has produced analyses of the disproportionate confinement of minorities in adult and juvenile institutions, the growing impact of America's drug war, the tradeoff between funding prisons and universities, and the impact of imprisoning youth with adults.

Acknowledgments

The authors would like to gratefully acknowledge the assistance of Diane Camper, Annie E. Casey Foundation; Meda Chesney-Lind, University of Hawaii; Frank Gilliam, PhD, University of California, Los Angeles; Mike Males, Ph.D., University of California, Santa Cruz; John McManus, PhD, Berkeley Media Studies Group; Mark Soler, President of the Youth Law Center; Susan Sorenson, PhD, School of Public Health, University of California, Los Angeles; Lawrence Wallack, DrPH, Portland State University; Jason Ziedenberg, Senior Researcher at the Justice Policy Institute and staff from the Office of Juvenile Justice and Delinquency Prevention of the U.S. Department of Justice for their review of and advice on this research. We would also like to thank Alea Brown, intern with the Justice Policy Institute, and Maria Len Rios, School of Journalism, University of Missouri, for their research assistance for this report, Jill Herschman, Systems Administrator for the Justice Policy Institute for layout, graphics work, and internet posting of this report, and Phyllis Schultze, Information Specialist, Rutgers Law Library, for her database search assistance.

About the Initiative

This is the fourth in an ongoing series of analyses published by Building Blocks for Youth, a multi-organizational initiative whose goal is to promote a fair and effective juvenile justice system. In January, 2000, Building Blocks issued its first report, "The Color of Justice" which found that youth of color in California were more than eight times as likely to be incarcerated by adult courts as White youth, for equally serious crimes. Building Blocks' comprehensive national study, "And Justice for Some", reported that youth of color are treated more severely than White youth at each stage of the justice system, even when charged with the same offenses. In October, 2000 Building Blocks' third report, "Youth Crime, Adult Time" an in-depth study of youth prosecuted as adults in 18 of the largest jurisdictions in the country, found racial disparities similar to the earlier reports, and raised serious concerns about the fairness and appropriateness of the process.

The initiative has five major components:

Research on the disparate impact of the justice system on minority youth, on the effects of new adult-court transfer legislation in the states, and on the privatization of juvenile justice facilities by for-profit corporations;

Analyses of decisionmaking at critical points in the justice system, including arrest, detention, adjudication, and disposition;

Direct advocacy on behalf of youth in the justice system, particularly on issues that disproportionately affect youth of color such as conditions of confinement in jails, prisons, and juvenile facilities; access to counsel and adequacy of representation in juvenile court; and "zero tolerance" and other issues relating to school suspensions and expulsions;

Constituency-building among African-American, Latino, and Native-American and other minority organizations, as well as organizations in the medical, mental health, legal, law enforcement, child welfare, civil rights, human rights, religious, victim's rights, and domestic violence areas, at the national, state, and local levels;

Development of communications strategies to provide timely, accurate, and relevant information to these constituencies, public officials, policymakers, the media, and the public.

The partners in the initiative are the Youth Law Center, American Bar Association Juvenile Justice Center, Center on Juvenile and Criminal Justice, Juvenile Law Center, Minorities in Law Enforcement, National Council on Crime and Delinquency and Pretrial Services Resource Center.

The initiative is supported by the federal Office of Juvenile Justice and Delinquency Prevention and the Bureau of Justice Assistance, the Annie E. Casey, Ford, Mott, MacArthur, Rockefeller and William T. Grant foundations, and the Center on Crime, Communities & Culture of the Open Society Institute. This project was supported by award No. 98-JN-FX-K003 awarded by the

Office of Juvenile Justice and Delinquency Prevention, Office of Justice Programs, U.S. Department of Justice. Points of view or opinions in this document are those of the authors and do not necessarily represent the official position or policies of the U.S. Department of Justice or the supporting foundations.

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Building Blocks for Youth

For a fair and effective youth justice system

*...a comprehensive effort to protect minority youth in the justice system
and to promote rational and effective juvenile justice policies...*