

9/8/99 -- DRAFT

Testimony of

**DONNA E. SHALALA
SECRETARY**

U.S. DEPARTMENT OF HEALTH AND HUMAN SERVICES

before

**THE APPROPRIATIONS SUBCOMMITTEE
ON LABOR, HHS, EDUCATION AND RELATED AGENCIES
U.S. SENATE**

September 14, 1999

Mr. Chairman and Members of the Subcommittee, thank you for the opportunity to appear with my colleagues from the Departments of Education, Labor and Justice to discuss the complex problem of youth violence in the United States. I am pleased to discuss our efforts to address youth violence as a public health issue and how we have coordinated our efforts to address this problem throughout the Administration.

Before I discuss the Administration's efforts, I would like to congratulate you, Mr. Chairman, and the members of the Subcommittee, for the leadership and dedication that you have shown in your proposed appropriations bill and report language to the prevention of youth violence. Your approach to youth violence has much in common with the Administration's efforts, including an emphasis on prevention as a family and public health concern. I believe that we can work together to make the lives of our nation's children safer and more secure. Adolescent violence is reflective of a larger, persistent problem. While it is truly a tragedy that 15 lives were lost at Columbine High School, the fact is that violence claims the lives of that many children virtually every day in communities throughout the country.

Mr. Chairman, much of this violence is preventable, but there are no easy answers,

shortcuts or panaceas. It is an extremely complex, multi-faceted problem. However, as public health researchers have learned, there are identifiable risk factors and controllable outcomes. And there are some steps that we know we can take.

In particular, we share your view that much can be accomplished through a public health approach that emphasizes primary prevention. This strategy has succeeded in the campaigns to reduce cigarette smoking and to reduce automobile deaths through the use of seat belts. The public health approach to youth violence builds on many of these proven successes to give individuals and communities an opportunity to take advantage of existing resources – including, youth serving organizations, schools, and faith communities – to achieve positive results.

The Scope of the Youth Violence Problem

Mr. Chairman, allow me to take a moment to describe some of the consequences of youth violence for our society. In 1996, 4,643 children and adolescents aged 0-19 died in the U.S. from firearms. Today, homicide and suicide are the second and third leading causes of death among young people between the ages of 15 and 19. For African-Americans in this age group, homicide is the leading cause of death, and suicide is third; for Hispanic youth between 15 and 19, homicide is the second leading cause of death and suicide is third.

In 1997, firearms were used in 73 percent of the homicides of 10-14 year old victims in the U.S.; 42 percent of all suicides in this age group involved firearms. Firearm-related injuries that did not result in death are even more numerous. For example, more than 21,000 school-aged children were treated in emergency departments for firearm-related injuries in 1995. We know that the lethality of violence among children has increased over time, and statistics show that the increase is associated with firearms.

Public health research tells us that deaths are only the tip of the iceberg of youth violence. Understandably, attention focuses on the terrible tragedy of violent deaths. But there is an underlying layer of non-fatal violent behavior that should alarm us, both for its own sake and for its role as a precursor to lethal violence.

We do not have all of the information we need to quantify the impact of non-fatal violence. Nonetheless, we do know, according to the CDC's Youth Risk Behavior Survey (YRBS) – a national survey of high school students – that in 1997, 37 percent of high school students reported being in at least one physical fight in the past 12 months, 18 percent reported carrying a weapon at least once in the previous 30 days, and 6 percent had carried a gun. More than 7 percent of the students reported being threatened or injured with a weapon on school property during the previous 12 months. And one out of 25 students was afraid to go to school at least once in the previous 30 days because of the threat of violence.

These statistics indicate that there *are* “early warning signs” of potentially lethal violence. Awareness of the overall national incidence of bullying behavior, threats, weapon carrying, and other clues to potentially violent behavior is helpful. Responding effectively to these early warning signs is crucial.

In addition to being victims and perpetrators of violence, young people also are harmed by being witnesses to violence. The National Longitudinal Study of Adolescent Health found that over one in ten middle- and high-school youths witness a shooting or stabbing each year. Among African-American youth, nearly one in four young people have this experience.

It also is important to recognize that not all youth violence is directed at others. Youth suicide is an inseparable component of the problem of youth violence. Suicide is the third leading cause of death for young people, ages 15-24, in the United States. The rates have nearly tripled since 1950 but over the past decade have declined by about 10 percent. In 1997, according to the YRBS, about 21 percent of students in grades 9 through 12 – more than one in five – reported that they seriously considered taking their own lives the previous year. And almost 8 percent reported actually attempting suicide.

The Administration's Commitment to Prevent Youth Violence

President Clinton has a deep and longstanding commitment to the prevention of

youth violence. Last May, the President directed Surgeon General David Satcher to conduct a landmark study of the potential causes of youth violence and to identify successful prevention and intervention strategies. There have been numerous governmental reports on youth violence dating back to 1972. However, the process Dr. Satcher will follow in preparing this report will be unique. The report will look carefully at what the science tells us about the role that environmental influences, including exposure to violence both in real life as well as in contemporary media, play in normalizing violent behavior. Additionally, we intend to engage the American people in a collective, participatory dialogue about the causes of youth violence, and the solutions. Unlike traditional Surgeon General publications, the youth violence report also will involve a series of regional conversations with parents, students, educators, business and community leaders. We expect to involve other federal departments – like Justice, Education, and Labor – as active partners in this effort, as well.

As you know, the President also announced on Saturday the formation of a White House Council on Youth Violence, to be headed by Bruce Reed, the Assistant to the President for Domestic Policy, and to include the Attorney General, the Secretary of Education, the Secretary of Labor and myself. The purposes of this Council are to provide flexible and timely responses to the challenge of youth violence and to ensure that our nation's citizens are able to benefit from the federal government's many anti-violence initiatives. To accomplish these objectives, the President has asked this Council to develop a coordinated inventory of relevant agency program and disseminate analyses of their effectiveness; to report on various aspects of the problem of youth violence; to expand the Safe Schools/Healthy Students model of collaboration; to provide tools for parents; to coordinate the federal research agenda; and to develop further policy responses.

As these collaborative efforts illustrate, youth violence is not a single problem with a single solution.

For example, we can help to prevent violence if we ensure that every child has a healthy start and if our policies support parents as they strive to nurture and protect their children from infancy through adolescence. Such a strategy includes a commitment to investing in quality child care and early childhood education services that can help to lay the foundation for positive child development.

Current research on brain development from birth to age three shows the importance of children's earliest experiences in shaping their future development. The connections in the brain that are formed during this time provide the foundation for intellectual development and the capacity to form social bonds and empathize with others, which are key factors in promoting healthy, non-violent development.

In addition, research shows that the quality of child care and other early childhood programs is integrally linked to the healthy development of children, preparing them for success in school, and helping them to establish positive social relationships with adults and peers. Furthermore, quality early childhood programs can help parents to strengthen their relationships with their children, improve their parenting skills and become more actively involved in their children's ongoing education and development.

In recognition of the importance of these services, the President's FY 2000 budget would expand the Child Care and Development Block Grant to make child care more affordable to low- and moderate-income working parents. Our budget includes additional funds to create an Early Learning Fund to enhance the quality of child care, with a focus on promoting children's school readiness. The President's budget also requests \$5.3 billion for the Head Start program, a \$607 million increase over the amount appropriated in FY 1999. This increase in funding will continue our bipartisan commitment to expand Head Start, America's premier early childhood development program, while also assuring that increased investments are made in the quality of Head Start services. The request also will support the expansion of the Early Head Start program for infants and toddlers and their parents.

These investments' efforts reflect what Surgeon General Satcher described when he said: "A crucial part of having a healthy start in life is communicating a message of hope. Without hope, a mother will not seek prenatal care. Without hope, a violent young person sees little purpose in treating their peers with respect and caring." That means parents, families, students, teachers, government officials, public health experts, nurses, doctors, researchers, and corporate, community and religious leaders must work together if we are to build a community foundation that instills hope, provides security and fosters optimism –

all essential conditions for a healthy and safe childhood.

Preventing youth violence also requires that we address the conditions that foster violence in our communities as well as in our schools. Schools and communities are so inextricably linked that it is virtually impossible to consider the problem and possible solutions in isolation. What happens inside the school and on the way to and from the school reflects what is happening in the surrounding community.

However, preventing violence means more than early childhood development and school and community efforts. Everyone must be involved because violence is linked to some of our most intractable social problems, including bigotry and poverty. It is difficult to discuss controlling the incidence of youth violence without also taking into consideration, for example, the incidence of alcohol and drug abuse, mental health problems, domestic violence, child abuse and neglect and other complex issues.

What Does A Public Health approach Have to Offer?

Mr. Chairman, I would like to discuss in more detail, the contribution that we believe public health can make to preventing youth violence. Because the problem is so complex, the response needs to draw on the best that all fields of research have to offer: education, psychology, psychiatry, social work, criminology, public health, medicine, research, sociology, and others. This Administration is providing leadership in mobilizing these diverse disciplines to seek creative solutions to the problem of violence, and to translate what we know from science into sound prevention programs. Public health strategies are contributing significantly.

In public health, we approach the problem of youth violence by asking four questions:

1. ***What is the problem? (Surveillance).*** We collect useful data on the problem to better understand it and to do something about it. We ask “to whom, what, where, when, and how did it happen?”

As an example, consider how CDC, in order to improve our monitoring of school-associated nonfatal injuries as well as violent deaths, is exploring the use of sentinel schools to report nonfatal injuries from violence on a routine basis. This effort is similar to CDC's nosocomial infection surveillance for hospital infections. We hope to provide information to communities and schools throughout the country to alert them to emerging problems and help them monitor the success of their responses.

2. ***What are the causes? (Risk Factor Research).*** We seek to discover what puts people at risk or what protects them from that risk.

CDC and the National Institute for Mental Health (NIMH) are working together to conduct risk and protective factor research. We hope to learn more about the risk factors and the protective factors for youth violence and to disseminate the information to parents, teachers and public health officials. As we achieve a greater understanding of these circumstances, we can better assist parents, schools and health care providers to identify children at risk and help them before another tragedy occurs.

3. ***What works to help prevent the problem? (Intervention).*** We use the knowledge we have of the pattern of the problem to develop interventions that might work to prevent it.

Last Saturday, the President announced the award of the Safe Schools/Healthy Students grants, which are a particularly good example of how we are working to develop effective interventions in the problem of youth violence. The Department of Education, the Department of Justice and the Department of Health and Human Services are collaborating on this initiative to provide students, schools and communities the benefit of enhanced comprehensive educational, mental health, social service, law enforcement, and, as appropriate, juvenile justice system services that can promote healthy childhood development and prevent violence and alcohol and drug abuse.

An important purpose of this interdepartmental grant program is to provide a mechanism for local education agencies to access funds from three federal

agencies concerned with promoting healthy child development and preventing violence in schools. For this reason, local education agencies have applied for grants from the Departments of Health and Human Services, Education, and Justice using a single application. The Substance Abuse and Mental Health Services Administration (SAMHSA) component of this initiative will provide support to approximately 50 local education agencies to implement the mental health preventive and treatment intervention services and early childhood psychological and emotional development portions of their Comprehensive Safe Schools/Healthy Students Strategic Plan.

4. ***How does intervention work? (Evaluation and Implementation).*** We test those interventions to understand if they succeed better than current practices and how they actually accomplish their results. And we look at how we can accelerate the dissemination of research findings more quickly and effectively. We also explore how we apply the proven effective interventions broadly in the community.

To help state and local educational agencies and schools promote safety and teach students the skills needed to prevent future injuries and violence, CDC, in collaboration with other federal and national non-governmental organizations, has recently begun the process of developing evidence-based injury and violence prevention guidelines. The guidelines development process has been successfully employed in the prevention of tobacco use and of HIV infection prevention, and in the promotion of good nutrition and physical activity. It includes an extensive review and synthesis of the literature on effective program components and the creation of an expert panel to guide the process.

Public Health Provides Important Guidance

From an analysis of data on youth violence, some important factors are clear:

- * Reacting violently to circumstances is mostly a learned behavior that can be unlearned.

- * Children who witness or experience violence in the home are more likely to become perpetrators or victims of violence later in life. This means that children who live in homes in which abuse takes place are at higher risk of being victims of the same violence themselves or of committing violence later on. It is important that our violence prevention efforts at school and in the community recognize and intervene in this cycle.
- * Protective factors in the home, school and community can reduce the risk of youth violence. Adolescents who feel strongly connected to their families and schools are less likely to engage in violent activities. Parents who limit unsupervised access to guns in the home and who are present in the home at key points in the day reduce the risk of violence in their children.
- * We must take a developmental perspective because, by the time a young life is tragically lost, we have missed important prevention opportunities. And we know that violent behaviors often show a developmental progression, as offenders tend to add more serious offenses to their behavioral repertoire over time.

Expanding the Practice of Violence Prevention

At HHS, we depend on our state and local partners to expand the practice of violence prevention. For example, despite a great need, there is little guidance available for communities who wish to develop their own violence prevention programs. Front-line program planners need meaningful and practical information on program development that is based on state-of-the-art science and evaluation of the effectiveness of youth violence prevention strategies.

More and more communities are designing and implementing violence prevention programs. They need to know (1) how to access information on programs that have demonstrated success; (2) how to tailor or modify intervention strategies for specific community needs; and (3) how to determine if the violence prevention

program is working.

The Best Practices Project addresses this need by capturing and disseminating new knowledge gained from CDC, outside experts and other evaluation projects. Four strategies have been identified that form an effective manageable approach for communities.

- **Social-Cognitive Skills Training.** Training or curricula that address emotional, social, and cognitive development, usually conducted in a school setting but also in a community and in family settings.
- **Parent or Family Interventions.** Training in parenting skills combined with other educational and therapy components designed to improve family relations.
- **Nurse-Home Visitation.** Nurse visits to the home of a family to impart information, health care, psychological, or other support services to the family.
- **Mentoring.** The matching of a child or adolescent with an adult mentor, who provides guidance and serves as a role model.

The evidence-based information in the Best Practices Project is something federal, state and local partners and grantees can use in their programs. CDC's emphasis complements ongoing efforts of the Safe and Drug Free Schools program and the Safe Schools/Healthy Students initiative, both of which focus on school safety and mental health.

These are a few of the elements of the Administration's public health approach to reduce youth violence. We are attempting to give children the chance to grow up in safe communities and safe schools. Our job as public health practitioners is to use science to help understand the patterns, causes and prevention of violence among young people. The need to prevent these deaths and injuries is urgent, and we have the tools to craft an effective response.

What Else Do We Know?

It is both tragic and true that for many young people, violence begins at home. Research has shown that over two-thirds (68 percent) of youths who are arrested have a prior history of abuse and neglect. Moreover, abuse and neglect can cause significant neurological damage and frequently lead to learning and emotional problems. Therefore, the Administration believes that our communities should invest in child abuse and neglect prevention efforts, and child welfare programs that protect children, while helping families address problems that place children at risk.

We should underscore the critical role that parents play in preventing adolescent violence – and that parents could use some help. We know from research that violence prevention programs that include parent training and family intervention have a better chance of success. It's not hard to understand why.

Last year, the National Longitudinal Study on Adolescent Health – one of the largest studies of its kind, which involved interviews of 90,000 students in grades 7 through 12 – found that adolescents who reported a close connection with their parents were the least likely to engage in risky behaviors. This is consistent with a National Institute of Mental Health study indicating that the adolescents most likely to engage in delinquency and violence are those spending the most time with peers doing the same thing.

But parents are under enormous stress. They're working longer hours with less job security. They have less time to spend with their children. Many cannot afford the child care they need to ensure their children are safe while they are at work. They're finding it harder to pay today's grocery bills, let alone save for tomorrow's college bills. And there are fewer families that feel connected to strong, supportive communities and extended families. So we are helping parents help their children avoid the risky behaviors of adolescence. Increased access to affordable mental health services would significantly benefit many, which is why the President has made such a strong commitment to mental health parity.

These parenting programs are useful because they help parents to learn appropriate developmental expectations for their children at different ages, establish positive

relationships with their children and learn non-violent forms of discipline. Programs such as Head Start, the Community-Based Family Resource and Support Grant, and the Promoting Safe and Stable Families program all support community-based efforts to help adults strengthen their parenting skills.

Conclusion

Mr. Chairman, prevention *is* possible. We know that violence prevention efforts can make a difference if they focus on changing individuals' attitudes, beliefs, and behaviors; early identification and treatment of young people with mental or addictive disorders; improving the social environment of families, peers, and the community; and changing the physical environment, such as addressing access of young people to alcohol and other drugs, as well as unsupervised access to weapons. We can't expect any single action to solve the problems of youth violence, but over time, these approaches will make a difference. Fostering the healthy development of children is the cornerstone of our efforts.

Parents, teachers, health care providers, school administrators, policy makers and others need to have ready access to the best, most current, science-based information. They need the skills to identify and help children at risk and to intervene and support children inside and outside the school day.

Mr. Chairman, thank you for the opportunity to share with you the public health perspective on addressing youth violence and to highlight some of the initiatives underway in the Department of Health and Human Services to prevent violence in the lives of our nation's young people . We look forward to working with you and your colleagues on a bipartisan basis to build on these efforts.

The concern you and the members of this subcommittee have demonstrated will help us develop more effective strategies for promoting peaceful communities and communicating a powerful message of hope and good health.

D R A F T September 8, 1999

MEMORANDUM FOR: The Assistant to the President for Domestic Policy
The Attorney General
The Secretary of Health and Human Services
The Secretary of Education
The Secretary of Labor
The Director of the Office of Management and Budget

FROM: The President

Subject: Youth Violence Council

Violence by youth and against youth is an issue that deeply concerns us all. Youth violence can be thought of as a juvenile crime issue, as a mental health issue, and as a school safety issue. It affects every region and demographic group. As many recent incidents have made us aware, it is a problem that can strike with unexpected force – and that now demands uncommonly unified responses.

A number of Federal programs already address many aspects of the youth violence issue. I am proud of the joint efforts of the Attorney General, the Secretary of Health and Human Services, and the Secretary of Education, in developing the Safe Schools/Healthy Students initiative. These agencies also worked well together to help us respond quickly to the Columbine High School incident. I have read with interest the report of the Attorney General's Coordinating Council on Juvenile Justice and Delinquency Prevention. I look forward to the report the Surgeon General is preparing on the causes of youth violence, in response to my May request. The Secretary of Labor's efforts to address the needs of youth, particularly out-of-school, are also about to bear fruit, as high-poverty communities implement our new Youth Opportunity Grants, and as the Secretary and Attorney General finalize their agreement for cooperative work on those grants and Labor's Youth Offender grant program.

With so many agencies and programs involved, and with the need for this Administration to work closely with so many different elements of State and local government, tribes, schools, community groups, and families, it has become increasingly clear to me that the Federal government needs a more effective policy coordination strategy for youth violence issues.

Therefore, today I direct my Assistant for Domestic Policy, Bruce Reed, to form a White House Council on Youth Violence to provide this policy coordination, to provide flexible and timely

responses to the challenge of youth violence, and to ensure that our nation's citizens are able to benefit from the Federal government's many anti-violence initiatives.

Structure of the Council

The Assistant to the President for Domestic Policy will chair the Council. The Director of the Office of Management and Budget will be a regular participant. Four agency heads will be the regular program members of the Council:

- The Attorney General, responding to the juvenile crime aspects.
- The Secretary of Health and Human Services, responding both to the public health aspects and the family issues;
- The Secretary of Education, responding to the school safety issues.
- The Secretary of Labor, responding to youth employment and out-of-school youth issues.

The Chair of the Council may add such other officials as he deems appropriate to further the purposes of this overall effort or to participate in discussions of specific aspects of it. For example, matters relating to public health aspects would involve the Surgeon General. Matters relating to firearms control or drug abuse would involve the Secretary of Treasury and the Director of National Drug Control Policy, respectively. Implications for economic development policies would call for involvement of the Secretary of Housing and Urban Development, the Secretary of Agriculture, and the Secretary of Commerce. Comparable policies for Indian country would engage the Secretary of the Interior. Issues relating to community service opportunities for youth would involve the Chief Executive Officer of the Corporation for National and Community Service.

The Chair, after consultation with Council members, will appoint staff members to coordinate efforts of the Council. The Chair may call upon the participating agencies for logistical support to the Council, as necessary.

Duties of the Council

1. Develop a citizen's information hub. The Council will develop and maintain a coordinated inventory of relevant agency programs, and provide analyses of their effectiveness. It will make this inventory widely available in summary form, and upon request in more detail, through the services of a Council member, to elected officials, community groups, police organizations, school systems, parents, and others working on local solutions to these issues. The inventory and full texts of program reports and

evaluations should be available on an easily accessible website. The availability of this compilation will be widely publicized.

On August 17, 1999, I announced that a non-profit, non-partisan "National Campaign Against Youth Violence" had been established to bring together all segments of society to help prevent youth violence. The Council will consult with the National Campaign to learn about its activities and to benefit from what the Campaign learns from communities across the Nation.

2. Produce reports on youth violence. The Council will write or commission reports on various aspects of the problem of youth violence, describing, for instance, best practices in combating the problem. In addition, the Surgeon General is now carrying out a broad study of the potential causes of youth violence. I ask that the Surgeon General consult closely with the Council in the development of the study, so that I may have the benefit of participation of all the involved agencies in its analysis and findings.

3. Expand the Safe Schools/Healthy Students model of collaboration. This initiative of the Departments of Justice, Education, and Health and Human Services has evolved into a highly effective collaboration among the agencies. The Council will oversee this effort and examine options for improving its operations and applying the model to other governmental efforts. The Secretary of Labor will begin participation in the initiative through establishing linkages to Youth Opportunities and Youth Offender grants.

4. Provide tools for parents to deal with the issue. Many Federal programs address issues relating to strengthening the family and helping parents raise children. The Council will explore the possibility of devising a cross-program strategy to help parents address youth violence. It will also report on new tools emerging in both the private and public sectors to assist parents.

5. Coordinate the federal research agenda. The Council will oversee coordination of agency research agendas and the development of needed cross-agency research collaborations. I ask the Council to seek to have this structure in place to guide the planning for and obligation of FY 2001 research funds, and where feasible, to improve the planned use of funds available from prior years.

6. Develop further policy responses. The Council will meet at the call of the Chair, to discuss new findings from analyses of the youth violence issue and to consider new or modified Administration responses to it, especially those that involve more than one agency. Recommendations for initiatives will be discussed in the Council for consistency with overall coordinated policy, before being presented for formal decision in the budget process. From time to time, the Council will report to me directly on the results of its efforts.

cc: The Secretary of Housing and Urban Development
The Secretary of Agriculture
The Secretary of the Treasury
The Secretary of the Interior
The Director of the Office of National Drug Control Policy



EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF MANAGEMENT AND BUDGET
WASHINGTON, D.C. 20503
Education Branch

Education, Income Maintenance, and Labor Division

Fax Cover

Date: 9/9/99 Time: 520p

To: Ann O'Leary

Fax Number: 6-2878

From: ☐ Wayne Upshaw ☐ Lorenzo Rasetti

☐ Mary Cassell ☐ David Rowe

☐ Jennifer Kron ☒ Wei-min Wang

☐ Leslie Mustain ☐ Peter Weber

☐ Quirina Orozco ☐ Other

Number of pages: Cover + 7

Notes

*The original Specter letter
attached.*

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United States Senate

COMMITTEE ON APPROPRIATIONS
WASHINGTON, DC 20515-5038

315-4775

July 22, 1999

Honorable Richard W. Riley
Secretary
Department of Education
500 Independence Avenue SW
Washington, DC 20202

Dear Secretary *Riley*

As you know, I convened three meetings with representatives from the Departments of Labor, Health and Human Services, Education and Justice on the issue of youth violence.

From those lengthy meetings and extensive staff contacts, a consensus emerged on a comprehensive program on youth violence. Most of the action plan involves programs already in existence with a direction to work specifically on the aspect of youth violence.

With this letter, I am enclosing excerpts on this subject from our draft report.

We will be checking with your schedulers to try to arrange a date for the department heads involved to testify before the Appropriations Subcommittee on Labor, Health and Human Services and Education.

Sincerely,

Arlen Specter
Arlen Specter

AS/ph

Enclosure

By Telefax

DRAFT REPORT LANGUAGE ON THE YOUTH VIOLENCE INITIATIVE

The shocking events surrounding the shootings at public schools serve to highlight a problem that is neither new nor predictable by way of demographics, region or economic standing. Violent behavior on the part of young people is no longer confined to inner-city street gangs. For all of the hope and inspiration our young people give us, we now find ourselves profoundly troubled by the behavior of some of the younger generation.

An estimated 3 million crimes a year are committed in or near the nation's 85,000 public schools. During the 1996-97 school year alone, one fifth of public high schools and middle schools reported at least one violent crime incident, such as murder, rape or robbery; another 47 percent reported less serious crimes. Homicide is now the third leading cause of death for children age 10 to 14. For more than a decade it has been the leading cause of death among minority youth between the ages of 15 and 24. The trauma and anxiety that violence begets in our children most certainly interferes with their ability to learn and their teachers' ability to teach: an increasing number of school-aged children say they often fear for their own safety in and around their classroom.

Fault does not rest with one single factor. In another time, society might have turned to government for the answer. However, there is no easy solution, and total reliance on government would be a mistake. Youth violence has become a public health problem that requires a national effort. Certainly, our government at all levels--federal, state and local--must play a role. But we must also enlist the energies and resources of private organizations, businesses, families and the children themselves.

Many familial, psychological, and environmental factors contribute to youths' propensity toward violence. The youth violence prevention initiative contained in this bill, which seeks to be comprehensive is built around these factors, seeks to be comprehensive, eliminate the conditions which cultivate violence.

Over the past several weeks, the Committee convened three lengthy a series of meetings with the Deputy Attorney General; the Surgeon General; Assistant Secretary for Management and Budget, DHHS; Assistant Secretary for Elementary and Secondary Education; Assistant Secretary for Special Education; Commissioner, Administration of Children and Families; Director, National Institutes of Mental Health; Director of Policy, Employment and Training Administration; Director of Program development, Center for Mental Health Services, Substance Abuse and Mental Health Services Administration; Director, Division of Violence Prevention, National Center for Injury Prevention and Control, Centers for Disease Control; Assistant Surgeon General; Deputy Assistant Secretary for Health; Acting Director, Office of Victims of Crime, Department of Justice; and, the Assistance for Employment and Training National Association of School Psychologists. These agency officials expressed their appreciation for the opportunity to discuss this issue with other agency administrators, and share their particular programs' approaches to preventing youth violence. The meeting participants enthusiastically endorsed a coordinated interagency approach to the youth violence problem, and discussed how best to efficiently collaborate with other agencies.

Based on those three meetings and staff follow up, a consensus for the following action plan was developed.

1. ***United States Surgeon General*** - The Committee views youth violence as a public health problem, and therefore directs the United States Surgeon General to take the lead role in coordinating a federal initiative to prevent youth violence. The Office of the Surgeon General (OSG) within the Office of Public Health and Science shall be responsible for the development and oversight of cross-cutting initiatives within the Department of Health and Human Services and with other Federal Agencies to coordinate existing programs, some of which are outlined below, to reduce the incidence of youth violence in the United States. The Committee has included \$4,000,000 directly to the OSG to help in this coordination effort. Sufficient funds have been included for a Surgeon General's report on youth violence. This report, to be coordinated by the OSG should review the biological, psychosocial and environmental determinants of violence, including a comprehensive analysis of the effects of the media, the internet, and video games on violent behavior and the effectiveness of preventive interventions for violent behavior, homicide, and suicide. The OSG shall have lead responsibility for this report and its implementation activities.
2. ***Federal Coordinating Committee on the Prevention of Youth Violence***. - The Committee also directs the Secretary of HHS to establish a Federal Coordinating Committee on the Prevention of Youth Violence. This Committee should be chaired by the Surgeon General and co-chaired by representatives from the OSG, within the office public health and science, the Departments of Justice, Education and Labor to foster interdepartmental collaboration and implementation of programs and initiatives to prevent youth violence.
3. ***National Academic Centers of Excellence on Youth Violence Prevention***. - The Committee has included \$10,000,000 to support the establishment of ten National Centers of Excellence at academic health centers that will serve as national models for the prevention of youth violence. These centers modeled after the These Centers should : (1) develop and implement a multi-disciplinary research agenda on the risk and protective factors for youth violence, on the interaction of environmental and individual risk factors, and on preventive and therapeutic interventions; (2) develop and evaluate preventive interventions for youth violence, establishing strong linkages to the community, schools and with social service and health organizations; (3) develop a community response plan for youth violence, bringing together diverse perspectives including health and mental health professionals, educators, the media, parents, young people, police, legislators, public health specialists, and business leaders; and (4) develop a curriculum for the training of health care professionals on violent behavior identification, assessment and intervention with high risk youth, and integrate this curriculum into medical, nursing and other health professional training programs.
4. ***National Youth Violence Prevention Resource Center***. - The Committee has included \$2,500,000 to establish a National Resource Center on Youth Violence Prevention. This center should establish a toll free number (in English and Spanish) and an internet website, in coordination with existing Federal web site resources, to provide accurate youth violence prevention and intervention information produced by the government and linked to private resources. Hundreds of resources are now available on this issue including statistics, brochures, monographs, descriptions of practices that work, and manuals about how to implement effective interventions. This Resource Center will provide a single, user- friendly point of access to important, potentially life-saving information about youth violence, and an explanation about preventing youth violence and how to intervene. Additionally, technical assistance on how to establish programs in communities across the country by providing local resources would also be made available through the National

Resource Center.

- 5. *Health Care Professional Training.*** - The Committee has included sufficient funds for the training of primary health care providers, pediatricians and obstetricians/gynecologists in detecting and intervening with child and youth violence and with child abuse.
- 6. *Parental responsibility/Early Intervention.*** - Sociological and scientific studies show that the first three years of a child's cognitive development sets the foundation for life-long learning and can determine an individual's emotional capabilities. Parents, having the primary and strongest influence on their child, play a pivotal role at this stage of development. Scientists have found that parental relationships affect their child's brain in many ways. A secure, highly-interactive, and warm bond can bolster the biological systems that help a child handle their emotions. Research further indicates that a secure connection with the parent will better equip a child to handle stressful events throughout life. Statistics show that the parental assistance program in particular has helped to lower the incidence of child abuse and neglect, reduces placement of children in special education programs, and involves parents more actively throughout their child's school years. The Committee recognizes that early intervention activities conducted through the Department of Education's parental assistance program can make a critical difference in addressing the national epidemic of youth violence, and therefore includes an additional \$3,000,000 to expand its services to educate parents to work with professionals in preventing and identifying violent behavioral tendencies in their children.
- 7. *National Institute of Mental Health.*** - Many risk factors are established early in a child's life (0 to 5 years), including child abuse and neglect. However, less dramatic problems that delay cognitive and social and emotional development may also lead to later serious conduct problems that are resistant to change. The Committee encourages NIMH to address both of these types of problems by supporting research to understand and prevent abuse and neglect, by encouraging research on how to best instruct parents and child care workers in appropriate interventions, and by supporting research that develops and evaluates interventions for early disruptive behavior in diverse preschool and community settings. In addition, the institute should work to ensure that the goals of all interventions include effectiveness and sustainability.
- 8. *Attention Deficit Hyperactivity Disorder (ADHD) and depression.*** - These disorders, which often emerge in the 5-12 year age range, are significant risk factors for antisocial behavior and violence. Comprehensive research-based programs have been developed to prevent youth conduct disorders with some success. The Committee urges NIMH to continue its work toward the development and evaluation of programs aimed at prevention, early recognition, and intervention for depression, youth suicide and violence in diverse school and community settings to determine their effectiveness and sustainability; to support the development and evaluation of behavioral interventions for home and classroom to manage ADHD and conduct problems; to identify through research the most cost-effective features of proven prevention programs for resource poor communities; and to support multi-site clinical trials to establish safe and effective treatment of acute and long-term depression and ADHD.
- 9. *Adolescent Depression and conduct problems.*** - The combination of depression with conduct problems is an explosive mix in teenagers from about 12 to 18 years of age. In addition, early

adolescence is an important time to stop the progression of violent behavior and delinquency. Multisystemic therapy (MST), in which specially trained individuals work with the youth and family in their homes, schools and communities, have been found to reduce chronic violent or delinquent behavior. Research has shown sustained improvements for at least 4 years, and MST is cost effective when compared to conventional community treatment programs in that it has proven to reduce hospitalization and incarceration.

10. *Foster Care.* - Therapeutic Foster Care is an effective home based intervention for chronically offending delinquents. Key elements of the program include providing supervision, structure, consistency, discipline, and positive reinforcement. This intervention results in fewer runaways and program failures than other placements and is less expensive. The Committee encourages NIMH to work in collaboration with CDC and SAMHSA to implement effective model interventions for juvenile offenders with conduct disorders in diverse populations and settings. NIMH has initiated the nation's first large-scale multi-site clinical trial for treatment of adolescent depression, and the Committee supports additional research to improve recognition of adolescent depression. The institute is also urged to work to support development of new behavioral and other psychosocial therapies specifically aimed at youth with depression or ADHD.

11. *Research.* - There are four cross-cutting areas in need of research action across all agencies: community interventions, media, health provider training, and dissemination. The Committee directs NIMH to ensure that research focuses on: examining the feasibility of public health programs combining individual, family and community level interventions to address violence and identify best practices; developing curricula for health care providers and educators to identify pediatric depression and other risk factors for violent behavior; studying the impact of the media, computer games, internet, etc., on violent behavior; disseminating information to families, schools, and communities to recognize childhood depression, suicide risk, substance abuse, and ADHD and decreasing the stigma associated with seeking mental health care. The Committee also encourages NIMH to work in collaboration with CDC to create a system to provide technical assistance to schools and communities to provide public health information and best practices to schools and communities to work with high risk youth.

12. *Safe Schools, Healthy students.* - The Committee has included \$80,000,000, an increase of \$40,000,000 over the fiscal year 1999 appropriation, to support the delivery and improvement of mental health services in our nation's schools. These funds allow State and local mental health counselors to work closely with schools to provide services to children with emotional, behavioral, or social disorders. The program is being administered collaboratively by the Departments of Education and Health and Human Services to help school districts implement a wide range of early childhood development techniques, early intervention and prevention strategies, suicide prevention, and increased and improved mental health treatment services. Some of the early childhood development services include effective parenting programs and home visitations. In addition to providing counseling services and prevention strategies, funds will be used to collect data on the number and percentage of students engaged in violent behavior, incidents of serious violent crime in schools, suicide attempts, and students suspended and/or expelled from school.

13. *Youth Service delivery systems.* - The Committee is aware that the Workforce Investment Act (WIA) brings new emphasis to the development of coherent, comprehensive youth services that

address the needs of low-income youth over time. It believes that youth service delivery systems under WIA integrate academic and work-based learning opportunities, offer effective connections to the job market and employers, and have intensive private-sector involvement. Such effective systems can provide low-income, disadvantaged youth with opportunities in our strong economy as alternatives to youth violence and crime. The Committee further recognizes the potential of Youth Councils for creating the necessary collaboration of private and public groups to create community strategies that improve opportunities for youth to successfully transition to adulthood, postsecondary education and training. Thus, the Committee has included funds to continue investments in WIA formula-funded youth training and employment activities, the Youth Opportunities grant program, the Job Corps, and the Youth Offender grant program serving youth who are or have been under criminal justice system supervision.

14. *21st Century community learning centers.* - The Committee urges the Department to support projects which emphasize safety, crime awareness, and substance abuse prevention in their after-school plans. The Committee recognizes that the 21st Century Community Learning Centers is critical to preventing youth violence in that it reduces idleness and offers alternative activities to children when they conclude their school day, at a time when they are typically unsupervised. Nationally, each week, nearly 5 million children ages 5 - 14 are home alone after school, which is when juvenile crime rates double. According to the Department of Justice, 50 percent of all juvenile crime occurs during the hours of 2 p.m. and 8 p.m. and on the weekdays.

15. *Safe and Drug Free Schools* - The Committee is extremely concerned about the increasingly frequent occurrence of violence in our Nation's schools. Therefore, the Committee has provided sufficient funds within the safe and drug free schools and communities national programs to support activities that promote safe learning environments for students. Such activities should include targeted assistance, through competitive grants, to local educational agencies for community wide approaches to creating safe and drug free schools; provide alternative educational settings for students who are expelled for bringing a gun to school or for other disciplinary reasons; improve the assessment of student behavior as part of the disciplinary process, and enhance the capacity of schools to provide mental health services to troubled youth; and provide training for teachers and school security officers to help them identify students who exhibit signs of violent behavior, and respond to disruptive and violent behavior by students. The Committee also encourages the Department to coordinate efforts with children's mental health programs.

16. *Coordinator Initiative.* - The Committee has included \$50,000,000 for the Coordinator Initiative. This is an increase of \$15,000,000 more than the fiscal year 1999 appropriation. The Committee has provided resources for this program as part of its youth violence prevention initiative. The Committee recommendation will enable the Department to provide assistance to local educational agencies to recruit, hire, and train drug prevention and school safety program coordinators in middle schools with significant drug and school safety problems. These coordinators will be responsible for developing, conducting and analyzing assessments of their school's drug and crime problems, and identifying promising research-based drug and violence prevention strategies and programs to address these problems.

17. *Teacher Partnership Grants.* - The Committee believes that professional development of K-12 teachers is a necessary component to addressing the epidemic of youth violence. The

Committee has provided additional funds to be used for teacher partnership grants that prepare new and existing teachers to identify students who are having difficulty adapting to the school environment and may be at-risk of violent behavior. Funds should also be used to train teachers on how to detect, manage, and monitor the warning signs of potentially destructive behavior in their classrooms.

18. *Character Education.* - Within the \$10,300,000 included for character education partnership grants, the Committee recommends \$4,000,000 to be used as part of the youth violence prevention initiative. The funds will be used to encourage states and school districts to develop pilot projects that promote strong character, which is fundamental to violence prevention. Character education programs should be designed to equip young individuals with a greater sense of responsibility, respect, trustworthiness, caring, civic virtue, citizenship, justice and fairness, and a better understanding of the consequences of their actions.

19. *Elementary School Counseling Demonstration.* - Within the amount recommended, the Committee has included sufficient funds for the Elementary School Counseling Demonstration Program to establish or expand counseling programs in elementary schools. The Committee is concerned about the inaccessibility of school-based mental health care professionals for young children. Many students who are having a difficult time handling the pressures of social and academic demands could benefit from having mental health care readily available. The Committee notes that there are approximately 24,000 school psychologists serving the nation, which is only one psychologist for every 2,300 students. The Committee believes that increasing the visibility of mental health care professionals would legitimize their role as part of the school's administrative framework, thereby, encouraging students to seek assistance before resorting to violence.

20. *Education research.* - Within the amounts provided, the Committee has included \$1,500,000 to continue the violence prevention initiative begun in fiscal year 1999. The Committee encourages that funds be used to conduct a five State violence prevention demonstration program on public and private elementary, middle, and secondary schools involving students, parents, community leaders, volunteers, and public and private sector agencies, such as law enforcement, courts, bar associations, and community based organizations.

21. *Literacy programs.* - The Committee has included \$7,500,000 in increased funding for programs such as Reading is Fundamental, State Grants for Incarcerated Youth Offenders/Prisoner Literacy Programs, and the Neglected and Delinquent/High Risk Youth program. These funds will be used to motivate youth to read and enhance their academic achievement. Literacy promotion encourages young individuals to pursue productive goals, such as continued education and gainful employment.

Inter-agency Meeting on Youth Violence

September 9, 1999

AGENDA

I. Summary Remarks -- Barbara Chow

II. Status of the President's announcement of a Youth Violence Council -- Eric Liu

III. Testimony for September 14th hearing.

- General guidance and clearance procedures -- Barbara Chow
- Distribution of "Potential Responses" paper
- Discussion



EXECUTIVE OFFICE OF THE PRESIDENT

OFFICE OF MANAGEMENT AND BUDGET

WASHINGTON, D.C. 20503

Education Branch

Education, Income Maintenance, and Labor Division

Fax Cover

Date: 9/8/99 Time: 1225pTo: Ann O'LearyFax Number: 6-2878From: Wayne Upshaw Lorenzo RasettiMary Cassell David RoweJennifer Kron X Wei-min WangLeslie Mustain Peter WeberQuirina Orozco OtherNumber of pages: Cover + 17

Notes

The draft response document is
for EXOP internal use only.
See you tomorrow!

Education Branch Fax Number: 202-395-4875

Voice Confirmation: 202-395-5880

DRAFT September 7, 1999

Thurday Address on Saturday

MEMORANDUM FOR: The Assistant to the President for Domestic Policy
The Attorney General
The Secretary of Health and Human Services
The Secretary of Education
The Secretary of Labor
The Director of the Office of Management and Budget

FROM: The President

Subject: Youth Violence Council

Violence by youth and against youth is an issue that deeply concerns us all. Youth violence can be thought of as a juvenile crime issue, as a mental health issue, and as a school safety issue. It affects every region and demographic group. As many recent incidents have made us aware, it is a problem that can strike with unexpected force – and that now demands uncommonly unified responses.

A number of Federal programs already address many aspects of the youth violence issue. I am proud of the joint efforts of the Attorney General, the Secretary of Health and Human Services, and the Secretary of Education, in developing the Safe Schools/Healthy Students initiative. These agencies also worked well together to help us respond quickly to the Columbine High School incident. I have read with interest the report of the Attorney General's Coordinating Council on Juvenile Justice and Delinquency Prevention. I look forward to the report the Surgeon General is preparing on the causes of youth violence, in response to my May request. The Secretary of Labor's efforts to address the needs of youth, particularly out-of-school, are also about to bear fruit, as high-poverty communities implement our new Youth Opportunity Grants, and as the Secretary and Attorney General finalize their agreement for cooperative work on those grants and Labor's Youth Offender grant program.

With so many agencies and programs involved, and with the need for this Administration to work closely with so many different elements of State and local government, tribes, schools, community groups, and families, it has become increasingly clear to me that the Federal government needs a more effective policy coordination strategy for youth violence issues.

Therefore, today I direct my Assistant for Domestic Policy, Bruce Reed, to form a White House Council on Youth Violence to provide this policy coordination, to provide flexible and timely

responses to the challenge of youth violence, and to ensure that our nation's citizens are able to benefit from the Federal government's many anti-violence initiatives.

Structure of the Council

The Assistant to the President for Domestic Policy will chair the Council. The Director of the Office of Management and Budget will be a regular participant. Four agency heads will be the regular program members of the Council:

- The Attorney General, responding to the juvenile crime aspects.
- The Secretary of Health and Human Services, responding both to the public health aspects and the family issues;
- The Secretary of Education, responding to the school safety issues.
- The Secretary of Labor, responding to youth employment and out-of-school youth issues.

The Chair of the Council may add such other officials as he deems appropriate to further the purposes of this overall effort or to participate in discussions of specific aspects of it. For example, matters relating to public health aspects would involve the Surgeon General. Matters relating to firearms control or drug abuse would involve the Secretary of Treasury and the Director of National Drug Control Policy, respectively. Implications for economic development policies would call for involvement of the Secretary of Housing and Urban Development, the Secretary of Agriculture, and the Secretary of Commerce. Comparable policies for Indian country would engage the Secretary of the Interior. Issues relating to community service opportunities for youth would involve the Chief Executive Officer of the Corporation for National and Community Service.

The Chair, after consultation with Council members, will appoint staff members to coordinate efforts of the Council. The Chair may call upon the participating agencies for logistical support to the Council, as necessary.

Duties of the Council

1. Develop a citizen's information hub. The Council will develop and maintain a coordinated inventory of relevant agency programs, and provide analyses of their effectiveness. It will make this inventory widely available in summary form, and upon request in more detail, through the services of a Council member, to elected officials, community groups, police organizations, school systems, parents, and others working on local solutions to these issues. The inventory and full texts of program reports and

evaluations should be available on an easily accessible website. The availability of this compilation will be widely publicized.

On August 17, 1999, I announced that a non-profit, non-partisan "National Campaign Against Youth Violence" had been established to bring together all segments of society to help prevent youth violence. The Council will consult with the National Campaign to learn about its activities and to benefit from what the Campaign learns from communities across the Nation.

2. Produce reports on youth violence. The Council will write or commission reports on various aspects of the problem of youth violence, describing, for instance, best practices in combating the problem. In addition, the Surgeon General is now carrying out a broad study of the potential causes of youth violence. I ask that the Surgeon General consult closely with the Council in the development of the study, so that I may have the benefit of participation of all the involved agencies in its analysis and findings.

3. Expand the Safe Schools/Healthy Students model of collaboration. This initiative of the Departments of Justice, Education, and Health and Human Services has evolved into a highly effective collaboration among the agencies. The Council will oversee this effort and examine options for improving its operations and applying the model to other governmental efforts. The Secretary of Labor will begin participation in the initiative through establishing linkages to Youth Opportunities and Youth Offender grants.

4. Provide tools for parents to deal with the issue. Many Federal programs address issues relating to strengthening the family and helping parents raise children. The Council will explore the possibility of devising a cross-program strategy to help parents address youth violence. It will also report on new tools emerging in both the private and public sectors to assist parents.

5. Coordinate the federal research agenda. Building on some inter-agency work now underway, the Council will oversee coordination of agency research agendas and the development of needed cross-agency research collaborations. I ask the Council to seek to have this structure in place to guide the planning for and obligation of FY 2001 research funds, and where feasible, to improve the planned use of funds available from prior years.

6. Develop further policy responses. The Council will meet at the call of the Chair, to discuss new findings from analyses of the youth violence issue and to consider new or modified Administration responses to it, especially those that involve more than one agency. Recommendations for initiatives will be discussed in the Council for consistency with overall coordinated policy, before being presented for formal decision in the budget process. From time to time, the Council will report to me directly on the results of its efforts.

cc: The Secretary of Housing and Urban Development
The Secretary of Agriculture
The Secretary of the Treasury
The Secretary of the Interior
The Director of the Office of National Drug Control Policy

STAFF DRAFT August 30, 1999**Preliminary Draft Potential Administration Responses to Draft Appropriations Report
Language from Senator Specter, July 22, 1999, on a possible Youth Violence Initiative**

NOTE: Each Specter item is shown, followed by any specific "Agency comments" received from ED, DOL, Justice, or HHS, and then a "Potential Administration response" which could be made either in agency testimony or in a written response. The "Potential Administration responses" assume that the President will have directed the formation of a DPC Working Group on Youth Violence, consistent with the latest draft directive.

- "1. United States Surgeon General. -- *The Committee views youth violence as a public health problem, and therefore directs the United States Surgeon General to take the lead role in coordinating a federal initiative to prevent youth violence. The Office of the Surgeon General (OSG) within the Office of Public Health and Science shall be responsible for the development and oversight of cross-cutting initiatives within the Department of Health and Human Services and with other Federal Agencies to coordinate existing programs, some of which are outlined below to reduce the incidence of youth violence in the United States. The committee has included \$4,000,000 directly to the OSG to help in this coordination effort. Sufficient funds have been included for a Surgeon General's report on youth violence. This report, to be coordinated by the OSG, should review the biological, psychosocial and environmental determinants of violence, including a comprehensive analysis of the effects of the media, the internet, and video games on violent behavior and the effectiveness of preventive interventions for violent behavior, homicide, and suicide. The OSG shall have lead responsibility for this report and its implementation activities.*"

Agency Views. In meetings, the four agencies agreed that an S.G.-directed policy coordination mechanism would not work, though a role for the S.G. in information dissemination could work. In written comments, Education and Justice affirmed this view.

Potential Administration Response. On September XX, 1999, the President directed his Assistant for Domestic Policy to establish a policy coordination Working Group on Youth Violence. While youth violence is, in part, a public health problem, it is also a problem to be addressed from the perspective of juvenile justice, school safety, employment opportunity, and educational achievement. The policy coordination approach taken in the President's Directive will be more effective in obtaining strong agency cooperation and participation along all these dimensions, and thus has a greater potential to be effective in reducing the incidence of youth violence.

The Administration agrees that the Surgeon General should have a prominent role in the coordination of a Federal response to youth violence, as indicated in the President's directive. The Surgeon General will participate in the overall activity of the Working Group through the Secretary of Health and Human

Services. In addition, In May, 1999, the President directed the Surgeon General to undertake development of a report on the causes of youth violence. The analysis for that report will be enhanced by participation of the other Federal agencies involved, as the President directed when establishing the Working Group. The Surgeon General's report is being conducted within currently available funds.

"2. Federal Coordinating Committee on the Prevention of Youth Violence. -- *The Committee also directs the Secretary of HHS to establish a Federal Coordinating Committee on the Prevention of Youth Violence. This Committee should be chaired by the Surgeon General and co-chaired by representatives from the OSG, within the office of public health and science, the Departments of Justice, Education and Labor to foster interdepartmental collaboration and implementation of programs and initiatives to prevent youth violence.*"

Agency Views.

- DOJ: A Juvenile Justice Coordinating Council chaired by the Attorney General already exists. The Administration has sought for this Council to be reauthorized and DOJ supports continuation of the current Council, with some modification to give the Surgeon General a specific role.

Potential Administration Response. As noted in the Response to #1, the President has determined that policy coordination on youth violence is best elevated to a Domestic Policy Council Working Group.

We note also that on the juvenile justice dimension of the issue, there already exists a Juvenile Justice Coordinating Council chaired by the Attorney General. The Administration seeks reauthorization of this council and will ensure that the Council conducts its work in close coordination with the Domestic Policy Council Working Group.

"3. National Academic Centers of Excellence on Youth Violence Prevention. -- *The Committee has included \$10,000,000 to support the establishment of ten National Centers of Excellence at academic health centers that will serve as national models for the prevention of youth violence. These Centers should: (1) develop and implement a multi-disciplinary research agenda on the risk and protective factors for youth violence, on the interaction of environmental and individual risk factors, and on preventive and therapeutic interventions; (2) develop and evaluate preventive interventions for youth violence, establishing strong linkages to the community, schools and with social service and health organizations; (3) develop a community response plan for youth violence, bringing together diverse perspectives including health and mental health professionals, educators, the media, parents, youth people, police, legislators, public health specialists, and business leaders; and (4) develop a curriculum into medical, nursing and other health professional training programs.*"

Agency Views.

- DOJ. There is not a need for this approach nor would it be effective. Specter's approach parallels, in part, the Comprehensive Strategies program that DOJ's Office of Juvenile Justice and Delinquency Prevention (OJJDP) has in place and, as a result, has the potential to further fractionate the research agenda. DOJ supports this type of work already through its Blue Print series and other research efforts. Justice does support the development of a curriculum for the training of health care professionals on violent behavior identification, assessment and intervention with high risk youth, and the integration of this curriculum into medical, nursing and other health professional training programs. In addition, DOJ would support similar curricula and training for educators. There is no funding for this item in the President's FY 2000 Budget -- discussion needed.

Potential Administration Response. The Administration does not at this time support creation of new institutions to carry out the research and other activities proposed. Further, it is not clear that locating any such responsibilities only in academic health centers could successfully bring to bear the full range of academic disciplines and professional input necessary. Creation of new institutional settings of this sort appears to duplicate activity already funded in the Comprehensive Strategies program that DOJ's Office of Juvenile Justice and Delinquency Prevention (OJJDP) has in place and, as a result, has the potential to further fractionate the research agenda.

The President has charged the Working Group with ensuring the close coordination of the research and development agendas and activities of multiple agencies to ensure that duplication is avoided and that all available resources are deployed most effectively. The Working Group is also ensuring close coordination and wide dissemination of materials to assist communities in developing their youth violence prevention strategies.

It is premature at this time to launch these new institutions or appropriate these funds, while agency coordination and consultation is still in the developmental stage.

- "4. National Youth Violence Prevention Resource Center. -- *The Committee has included \$2,500,000 to establish a National Resource Center on Youth Violence Prevention. This center should establish a toll free number (in English and Spanish) and an internet website, in coordination with existing Federal web site resources, to provide accurate youth violence prevention and intervention information produced by the government and linked to private resources. Hundreds of resources are now available in this issue including statistics, brochures, monographs, descriptions of practices that work, and manuals about how to implement effective interventions. This Resource Center will provide a single, user friendly point of access to important, potentially life-saving information about youth violence and an explanation about preventing youth violence and how to intervene. Additionally, technical assistance on how to establish programs in communities across the country by providing local resources would also be made available through the National Resource Center.*"

Agency Views.

- DOJ. This Center would overlap with other current efforts, particularly regarding the provision of technical assistance.

Potential Administration Response. A new Center is not needed at this time. The President has charged the Working Group with the responsibility of developing effective dissemination techniques, specifically including an easily accessible website. The Surgeon General has been asked to take a leading role in this activity, with the active support of the other agencies. If any additional resources are needed for this effort, that determination will be made in the course of development of the FY 2001 Budget, and review of spending plans for FY 2000 appropriations. At this time, no funds are necessary for this purpose above what has been requested in the President's FY 2000 Budget.

- "5. Health Care Professional Training. -- *The Committee has included sufficient funds for the training of primary health care providers, pediatricians and obstetricians/gynecologists in detecting and intervening with child and youth violence and with child abuse.*"

Agency Views.

- DOJ. Support the development of a curriculum for the training of health care professionals on violent behavior identification, assessment and intervention with high risk youth, as well as integration of this curriculum into medical, nursing and other health professional training programs. In addition, DOJ would support similar curricula and training for educators.
- HHS. The President's Budget eliminates funding for HRSA's primary health care medicine training program. Accordingly, discussion needed.

Potential Administration Response. The Administration has already developed some materials for communities to use in identifying potentially violent children, and has disseminated them widely. The Administration supports and will carry out, under the aegis of the Working Group, analysis of the need for any additional materials. In addition, the budget proposes a \$40 million initiative for health care professional training in children's hospitals. At this time, therefore, no new funds are necessary for health care professional training and materials development above what has been requested in the President's FY 2000 Budget.

- "6. Parental Responsibility/Early Intervention. -- *Sociological and scientific studies show that the first three years of a child's cognitive development sets the foundation for life-long learning and can determine an individual's emotional capabilities. Parents, having the primary and strongest influence on their child, play a pivotal role at the state of development. Statistics have found that parental relationships affect their child's brain in many ways. A secure, highly interactive, and warm bond can bolster the biological systems that help a child handle their emotions. Research further indicates that a secure connection with the parent will better equip a child to handle stressful events throughout life. Statistics show that the parental assistance program in particular has helped to lower the incidence of child abuse and neglect, reduces placement of children in special education programs, and involves parents more actively throughout their child's school*

years. The committee recognizes that early intervention activities conducted through the Department of Education's parental assistance program can make a critical difference in addressing the national epidemic of youth violence, and therefore includes an additional \$3,000,000 to expand its services to educate parents to work with professionals in preventing and identifying violent behavioral tendencies in their children."

Agency Views.

- ED. The Senate report indicates that an additional \$3 million will be provided to expand the Department of Education's services to educate parents to work with professionals in preventing and identifying violent behavior tendencies in their children. There is no funding for this item in the President's FY 2000 Budget -- discussion needed.
- DOJ. If any additional funds are agreed to for this effort, they should be coordinated with relevant DOJ and IHS programs, including nurse home visitation.

Potential Administration Response. The Administration strongly concurs in the importance of early childhood intervention to improve children's futures on many dimensions. As a result, significant funding increases were requested in the FY 2000 budget for Head Start, Child Care, Even Start, the proposed Early Learning Fund, and many other relevant programs. These resources, sought within an overall balanced budget, are adequate at this time. The primary focus now needs to be on ensuring that all these resources are deployed in a consistent and coordinated fashion.

- "7. National Institute of Mental Health. -- *Many risk factors are established early in a child's life (0 to 5 years), including child abuse and neglect. However, less dramatic problems that delay cognitive and social and emotional development may also lead to later serious conduct problems that are resistant to change. The Committee encourages NIMH to address both of these types of problems by supporting research to understand and prevent abuse and neglect, by encouraging research on how to best instruct parents and child care workers in appropriate interventions; and by supporting research that develops and evaluates interventions for early disruptive behavior in diverse preschool and community settings. In addition, the Institute should work to ensure that the goals of all interventions include effectiveness and sustainability."*

Agency Views.

- HHS. In this item as well as items 8, 9, and 11, the Senate report identifies only the research work done by the National Institute on Mental Health (NIMH). While NIMH is the dominant institute at NIH in the area of youth violence, there are four other institutes with important roles to play. To be accurate, the report language should be broadened to acknowledge the roles of these other institutes -- NICHD, NIDA, NIAAA, and NINR. In addition, in order to conduct the research identified in the draft report language, IHS would have to revisit its current research strategy.
- DOJ. DOJ, through OJJDP and the National Institute of Justice, has conducted a significant amount of research in this area. IHS's research agenda should be coordinated with DOJ.

Potential Administration Response. The Administration agrees that research to understand and prevent abuse and neglect is needed. However, the research institute cited is only one of five in NIH that is conducting important work in this area (others: NICHD, NIDA, NIAAA, and NINR). In addition, Justice's OJJDP and the National Institute of Justice are engaged in relevant research. The President has directed the DPC Working Group to ensure that the various research efforts in these and other agencies are brought into a coordinated agenda, to maximize the impact of available resources and to make findings available in an accessible way to all the different groups whose improved efforts are necessary; parents, child care workers, school personnel, public safety personnel, health workers, and others.

- "8. Attention Deficit Hyperactivity Disorder (ADHD) and Depression. -- These disorders, which often emerge in the 5-12 year age range, are significant risk factors for antisocial behavior and violence. Comprehensive research-based programs have been developed to prevent youth conduct disorders with some success. The Committee urges HHS to continue its work toward the development and evaluation of programs aimed at prevention, early recognition, and intervention for depression, youth suicide and violence in diverse school and community settings to determine their effectiveness and sustainability; to support the development and evaluation of behavioral interventions for home and classroom to manage ADHD and conduct problems; to identify through research the most cost-effective features of proven prevention programs for resource poor communities; and to support multi-site clinical trials to establish safe and effective treatment of acute and long-term depression and ADHD."

Agency Views.

- IIHS. See HHS response to Item 7.
- Education. Department of Education has a significant role in dealing with this population. The text should indicate that IIHS will coordinate its research, evaluation, and program development activities with ED.

Potential Administration Response. As with the response to item #7, the need now is not for more uncoordinated attention by parts of the Government. The research coordination the President has called for is the essential step to ensuring that all the related research on each relevant topic is conducted in a coordinated and consistent manner, not only in the HHS health institutes, but with the Departments of Education and Justice and Labor and perhaps other agencies.

- "9. Adolescent Depression and Conduct Problems. -- The combination of depression with conduct problems is an explosive mix in teenagers from about 12 to 18 years of age. In addition, early adolescence is an important time to stop the progress of violent behavior and delinquency. Multisystemic therapy (MST), in which specially trained individuals work with the youth and family in their homes, schools and communities, have been found to reduce chronic violent or delinquent behavior. Research has shown sustained improvements for at least four years, and MST is cost effective when compared to conventional community treatment programs in that it has proven to reduce

hospitalization and incarceration."

Agency Views. See HHS response to item 7.

Potential Administration Response. Again, the coordination of research being undertaken through the auspices of the DPC Working Group is what is most needed now, on this and other related topics.

"10. Foster Care. -- *Therapeutic Foster Care is an effective home based intervention for chronically offending delinquents. Key elements of the program include providing supervision, structure, consistency, discipline, and positive reinforcement. This intervention results in fewer runaways and program failures than other placements and is less expensive. The Committee encourages NIMH to work in collaboration with CDC and SAMHSA to implement effective model interventions for juvenile offenders with conduct disorders in diverse populations and settings. NIMH has initiated the nation's first large-scale multi-site clinical trial for treatment of adolescent depression, and the Committee supports additional research to improve recognition of adolescent depression. The institute is also urged to work to support development of new behavioral and other psychosocial therapies specially aimed at youth with depression or ADHD.*"

Agency Views. HHS and DOJ. HHS's Administration for Children and Families (ACF) and DOJ's OJJDP are already working in this area. Both should be added to the list of collaborators. Also, it seems like the last two sentences of this item belong in item 9.

Potential Administration Response. This issue again highlights the need for a strong coordination function. Both HHS' Administration for Children and Families and Justice's OJJDP are also already working in this area.

"11. Research. -- *There are four cross-cutting areas in need of research action across all agencies: community interventions, media, health provider training, and dissemination. The Committee directs NIMH to ensure that research focuses on: examining the feasibility of public health programs combining individual, family and community level interventions to address violence and identify best practices developing curricula for health care providers and educators to identify pediatric depression and other risk factors for violent behavior; studying the impact of the media, and communities to recognize childhood depression, suicide risk, substance abuse, and ADHD and decreasing the stigma associated with seeking mental health care. The Committee also encourages NIMH to work in collaboration with CDC to create a system to provide technical assistance to schools and communities to provide public health information and best practices to schools and communities to work with high risk youth.*"

Agency Views.

- DOJ and ED. The Senate Report calls for NIMH to work in collaboration with CDC to create a system to provide technical assistance to schools and communities to provide public health

information and best practices to schools and communities. NIMH should also coordinate its efforts with ED and DOJ's OJJDP.

- HHS. See HHS response to Item 7.

Potential Administration Response. The need for research coordination across a range of issues has been well established. It is not appropriate to task a single research institute with this responsibility. That duty has been assigned to the DPC Working Group.

- "12. Safe School, Healthy Students. -- *The Committee has included \$80,000,000, an increase of \$40,000,000 over the fiscal year 1999 appropriation, to support the delivery and improvement of mental health services in our nation's schools. These funds allow State and local mental health counselors to work closely with schools to provide services to children with emotional, behavioral, or social disorders. The program is being administered collaboratively by the Department of Education and Health and Human Services to help school districts implement a wide range of early childhood development techniques, early intervention and prevention strategies, suicide prevention, and increased and improved mental health treatment services. Some of the early childhood development services include effective parenting programs and home visitations. In addition to providing counseling services and prevention strategies, funds will be used to collect data in the number and percentage of students engaged in violent behavior, incidents of serious violent crime in schools, suicide attempts, and students suspended and/or expelled from school.*

Agency Views. To be accurate, "Justice" should be inserted after "Departments of Education and Health and Human Services".

- DOL. Insert the following at the end of this paragraph,
 - ▶ "In FY2000, the Department of Labor will begin participation in the initiative as resources become available."
- ED and DOJ. The Committee has included \$80 million for SAMHSA's SS/HS activity -- \$40 million above the President's Budget. The way this program is structured, additional funds would have to be added to the budgets of ED and Justice for their portion of the SS/HS Initiative. While the President's Budget includes \$60 million for this initiative, those funds are for continuation efforts. The \$40 million of funds for mental health services are new funds. Without other new funds we would not be able to operate a new competition.
- HHS. The draft assumes that all SAMHSA funds for the SS/HS initiative are administered collaboratively by the Departments of Health and Human Services and Education. However, while all of the funds support prevention of school violence, \$25 million is specifically administered collaboratively by SAMHSA and the Department of Education. In addition, there is no funding for this item in the President's FY 2000 Budget -- discussion needed.

Potential Administration Response. The Safe Schools/Health Students initiative made its initial grants from resources contributed by Justice, Education, and HHS. Future investments should be made within the same coordinated framework. In addition, in FY 2000, to the extent funds are available,

Labor will also be a part of this initiative. The President's budget has already proposed continuation of the initial round of grants in FY 2000.

- "13. Youth Service Delivery Systems. -- *The Committee is aware that the Workforce Investment Act (WIA) brings new emphasis to the development of coherent, comprehensive youth services that address the needs of low-income youth over time. It believes that youth service delivery systems under WIA integrate academic and work-based learning opportunities, offer effective connections to the job market and employers, and have intensive private-sector involvement. Such effective systems can provide low-income, disadvantaged youth with opportunities in our strong economy as alternatives to youth violence and crime. The Committee further recognizes the potential of Youth Councils for creating the necessary collaboration of private and public groups to create community strategies that improve opportunities for youth to successfully transition to adulthood, postsecondary education and training. Thus, the Committee has included funds to continue investments in WIA formula-funded youth training and employment activities, the Youth Opportunities grant program, the Job Corps, and the Youth Offender grant program serving youth who are or have been under criminal justice system supervision.*"

Agency Views. None.

Potential Administration Response. The Administration appreciates the Committee's support of the budget requests for youth programs under the Workforce Investment Act. The role of the Department of Labor in the youth violence issue is explicitly recognized in the President's Directive establishing the Working Group on Youth Violence.

14. "21st Century Community Learning Centers. -- *The Committee urges the Department support projects which emphasize safety, crime awareness, and substance abuse prevention in their after-school plans. The Committee recognizes that the 21st Century Community Learning Centers is critical to preventing youth violence in that it reduces idleness and offers alternative activities to children when they conclude their school day, at a time when they are typically unsupervised. Nationally, each week, nearly 5 million children ages 5-14 are home alone after school, which is when juvenile crime rates double. According to the Department of Justice, 50 percent of all juvenile crime occurs during the hours of 2 p.m. and 8 p.m. and on the weekdays.*"

Agency Views. None.

Potential Administration Response. The Administration welcomes the Committee's support of this program and looks forward to its favorable consideration of the increase requested in the budget of \$400 million, for a total FY 2000 level of \$600 million.

- "15. Safe and Drug Free Schools. -- *The Committee is extremely concerned about the*

increasingly frequent occurrence of violence in our Nation's schools. Therefore, the Committee has provided sufficient funds within the safe and drug free schools and communities national programs to support activities that promote safe learning environments for students. Such activities should include targeted assistance, through competitive grants, to local educational agencies for community wide approaches to creating safe and drug free schools; provide alternative educational settings for students who are expelled for bringing a gun to school or for other disciplinary reasons; improve the assessment of student behavior as part of the disciplinary process, and enhance the capacity of schools to provide mental health services to troubled youth; and provide training for teachers and school security officers to help them identify students who exhibit signs of violent behavior, and respond to disruptive and violent behavior by students. The Committee also encourages the Department to coordinate efforts with children's mental health programs."

Agency Views. None.

Potential Administration Response. The Administration welcomes the Committee's support of its Safe and Drug Free Schools budget request, including its goals of making grants under this authority more effective. The Administration has sought the Congress's support for these management improvements through requested appropriation language and in its reauthorization proposal for the Elementary and Secondary Education Act.

"16. Coordinator Initiative. -- *The Committee has included \$50,000,000 for the Coordinator Initiative. This is an increase of \$15,000,000 more than the fiscal year 1999 appropriation. The Committee has provided resources for this program as part of its youth violence prevention initiative. The Committee recommendation will enable the Department to provide assistance to local educational agencies to recruit, hire, and train drug prevention and school safety program coordinators in middle schools with significant drug and school safety problems. These coordinators will be responsible for developing, conducting and analyzing assessments of their school's drug and crime problems, and identifying promising research-based drug and violence prevention strategies and programs to address these problems."*

Agency Views. The Administration appreciates the Committee's support for this increase requested in the President's Budget.

Potential Administration Response. The Administration appreciates the Committee's support for this increase requested in the President's Budget.

"17. Teacher Partnership Grants. -- *The Committee believes that professional development of K-12 teacher is a necessary component to addressing the epidemic of youth violence. The Committee has provided additional funds to be used for teacher partnership grants that prepare new and existing teachers to identify students who are having difficulty*

adapting to the school environment and may be at-risk of violent behavior. Funds should also be used to train teachers on how to detect, manage and monitor the warning signs of potentially destructive behavior in their classrooms."

Agency Views. The Senate report indicates that "the Committee has provided additional funds to be used for teacher partnership grants that prepare new and existing teachers to identify students who are having difficulty adapting to the school environment and may be at risk of violent behavior." The report does not indicate how much funds have been added or to what program. This information is essential if an assessment is to be made.

Potential Administration Response. The Administration has proposed substantial funding for teacher training, and hopes the Committee will support those requests. The Administration's reauthorization proposal for the Elementary and Secondary Education Act would make all teacher education funding more effective.

"18. Character Education. -- Within the \$10,300,000 included for character education partnerships grants, the Committee recommends \$4,000,000 to be used as part of the youth violence prevention initiative. The funds will be used to encourage states and school districts to develop pilot projects that promote strong character, which is fundamental to violence prevention. Character education programs should be designed to equip young individuals with a greater sense of responsibility, respect, trustworthiness, caring, civic virtue, citizenship, justice and fairness, and a better understanding of the consequences of their actions."

Agency Views. ED. The Senate Report indicates that, "the Committee recommends \$4 million to be used as part of the youth violence prevention initiative." As all character education programs are designed "to equip young individuals with a greater sense of responsibility, respect, trustworthiness, caring, etc.", the intent of this item is unclear.

Potential Administration Response. The Administration appreciates the Committee's support for its budget request for character education programs, but notes that the entire appropriation for this purpose is important to reducing youth violence. A set-aside is not appropriate or necessary.

"19. Elementary School Counseling Demonstration. -- Within the amount recommended, the Committee has included sufficient funds for the Elementary School Counseling Demonstration Program to establish or expand counseling programs in elementary schools. The Committee is concerned about the inaccessibility of school-based mental health care professionals for young children. Many students who are having a difficult time handling the pressures of social and academic demands could benefit from having mental health care readily available. The Committee notes that there are approximately 24,000 school psychologists serving the nation, which is only one psychologist for every 2,300 students. The Committee believes that increasing the visibility of mental health care professionals would legitimize their role as part of the school's administrative

framework, thereby, encouraging students to seek assistance before resorting to violence."

Agency Views. ED. The Senate Report states that, "within the amount recommended, the Committee has included sufficient funds for the Elementary School Counseling Demonstration Program to establish or expand counseling programs in elementary schools." It is unclear what "within the amount recommended" means. There haven't been any funds set aside for this activity. It should be further noted that the funds for the Middle School Coordinator are often confused with counselors, this however is not the case. They are two very different jobs.

Potential Administration Response. The Administration has not requested new funding for the Elementary School Counseling Demonstration program. The Administration does strongly support access to appropriate mental health services for children, as evidenced by the prominent role of mental health activities and SAMHSA in the Safe Schools/Healthy Students initiative.

"20. Education Research. -- *Within the amounts provided, the Committee has included \$1,500,000 to continue the violence prevention initiative begun in fiscal year 1999. The Committee encourages that fund be used to conduct a five State violence prevention demonstration program on public and private elementary, middle, and secondary schools involving students, parents, community leaders, volunteers, and public and private sector agencies, such as law enforcement, courts, bar associations, and community based organizations."*

Agency Views. ED. The Senate Report refers to a "violence prevention initiative begun in FY 1999". ED is unsure to what this refers. Also, ED is unclear as to which program the funds are to be allocated.

Potential Administration Response. As noted, there are funds for research on aspects of youth violence in many agencies. No new funding is needed above what has been requested in the budget. Instead, the focus needs to be on coordinating research funding, a task the DPC Working Group is undertaking.

"21. Literacy Programs. -- *The Committee has included \$7,500,000 in increased funding for programs such as Reading is Fundamental, State Grants for Incarcerated Youth Offenders/Prisoner Literacy Programs, and the Neglected and Delinquent/High Risk Youth program. These funds will be used to motivate youth to read and enhance their academic achievement. Literacy promotion encourages young individuals to pursue productive goals, such as continued education and gainful employment."*

Agency Views. ED. The Senate Report indicates that there is an increase of \$7.5 million to be allotted to three different programs but does not provide a breakdown of where the funds are to be allotted?

Potential Administration Response. To the extent these funds are within the President's budget request, the Administration welcomes the Committee's support. The budget is a balanced effort to

provide maximum funding for all priorities within the overall need to meet the spending caps and preserve the surplus until Social Security and Medicare reforms are in place.

**PRESIDENT AND MRS. CLINTON, VICE PRESIDENT AND MRS. GORE HOST
STRATEGY SESSION ON**

CHILDREN, VIOLENCE AND RESPONSIBILITY

Monday, May 10, 1999

Today, President Clinton will lead a strategy meeting to discuss the problem of youth violence and develop a strategy for a national campaign to address this problem. The meeting will include a broad cross section of Americans, including parents and children, teachers and religious leaders, law enforcement and government officials, gun manufacturers and sportsmen, and representatives of the entertainment industry. The President will announce several initiatives to address the problem of youth violence, including a Surgeon General's Report on Youth Violence, gun industry support for gun legislation in five important areas, and public and private commitments to ensure the effective implementation of the V-Chip.

SURGEON GENERAL'S REPORT ON YOUTH VIOLENCE

Today, the President will announce that he is asking the nation's Surgeon General, Dr. David Satcher, to prepare a landmark report on youth violence -- the first such study on this subject in more than a decade. This report will bring together leading experts to review and evaluate existing research, and build on the findings of the 1972 Surgeon General Report on Television and Violence, as well as the 1985 Surgeon General's Workshop on Violence. Much is already known about how to reduce and prevent youth violence, but this report will add to the nation's understanding in this field. It also will address media that have emerged since previous reports, such as the Internet and video games.

GUN INDUSTRY SUPPORTS LEGISLATION IN FIVE KEY AREAS

Today, leaders in the firearms industry will announce their support for working out legislation in five areas. Specifically, the American Shooting Sports Council (ASSC), the gun industry's trade association in Washington, which represents 350 firearms manufacturers and distributors around the country, will release a statement supporting legislation in five areas:

- **Closing the gun show loophole on Brady background checks.** The Treasury Department estimates that 25-50 percent of the sellers at gun shows are unlicensed and sell guns without the benefit of a background check purchasers. As a result, gun shows can provide a forum for illegal firearms sales and gun trafficking. The President has proposed background checks, based on the existing Brady law, for firearms transferred at gun shows.
- **Extending the Brady Law to violent juveniles.** Although violent youth convicted in adult courts are barred from owning firearms as adults, the same is not true for youth convicted of serious violent crimes in juvenile court. The President has proposed permanently banning all violent juveniles from buying guns -- so that they cannot purchase a gun on their 21st birthday.
- **Raising the age of the youth handgun ban to 21 years of age.** Federal law generally bans the possession of handguns by juveniles under the age of 18, and prohibits federal

gun dealers from selling firearms to anyone under 21 years of age. However, it is perfectly legal for 18-20 year-olds to possess handguns or to buy them from unlicensed sellers -- even though law enforcement traces more crime guns to 18- and 19-year-olds than all other age groups. The President has proposed raising the legal age of handgun ownership from 18 to 21 years, while maintaining current exemptions for employment, hunting, target shooting, ranching, and military service.

- **Holding adults responsible for child access to guns.** Child Access Prevention (CAP) laws promote gun safety and responsibility by holding adults responsible if they allow children easy access to firearms and ammunition. The President has proposed imposing felony penalties on adults who knowingly or recklessly allow a child to have access to a gun that is later used to cause death or injury.
- **Helping law enforcement to trace more firearms used in crimes.** Over the past two years, the President has expanded comprehensive crime gun tracing to 37 cities -- helping them to trace all crime guns to their source, to identify illegal gun markets, and to crack down on gun traffickers. Last year, ATF initiated over 300 investigations in these cities, which involved over 3,300 illegally trafficked firearms. The President has proposed expanding comprehensive tracing nationwide, starting by doubling the program to 75 cities.

MAKING THE V-CHIP WORK

The V-Chip is a device that allows parents to block television programming they consider inappropriate for their children. President Clinton and Vice President Gore led the successful fight for legislation that requires that the V-Chip be installed in all new television sets sold beginning January 1, 2000. At today's strategy session, the President will announce two new initiatives to make sure the V-Chip becomes a useful tool for parents.

- **V-Chip Task Force.** To ensure that the V-Chip law is implemented effectively, the Federal Communications Commission (FCC) will establish a V-Chip Task Force. The Task Force will: (1) ensure that the V-Chip requirement is enforced promptly and comprehensively; (2) promote parental awareness about the V-Chip and work closely with organizations sharing this goal; (3) encourage adoption of a standard label identifying television sets that contain the V-Chip and; (4) study the use of the V-Chip and evaluate the effectiveness of the industry's ratings system. FCC Chairman William Kennard has appointed Commissioner Gloria Tristani to chair the Task Force.
- **The V-Chip Survey and Education Project.** According to a survey released today by the Kaiser Foundation, while many parents (77%) say they want to use the V-Chip, fewer than four out of ten parents (39%) have ever seen information on how the system works. The Kaiser Foundation and the Center for Media Education announced today a major national effort to educate parents about the V-Chip TV ratings system. The educational campaign will include free booklets for parents on how the V-chip TV ratings system works. The free parent information will be available through a toll-free telephone number and will be promoted through partnerships with TV manufacturers, retailers, parents' organizations, newspapers, and television stations.

A NATIONAL CAMPAIGN TO PREVENT YOUTH VIOLENCE

Recognizing that youth violence is a problem that government cannot solve alone, the President, the First Lady, the Vice President and Mrs. Gore will call for a national campaign to reduce youth violence. This campaign will work with all sectors of our society – the media, education groups, parents, religious leaders, and young people – to focus on this problem, find what is working, and spread it to new communities, while also helping to ensure that the media sends the right message to our children.

This campaign is modeled after two extremely successful efforts launched by the Clinton Administration. Four years ago, the President asked for a national campaign to reduce teen pregnancy. Today, under the leadership of Governor Tom Kean, former governor of New Jersey and now the President of Drew University, that campaign is playing an important role in reducing teen pregnancy rates nationwide. Two years ago, the President called for a national effort by businesses to hire people off welfare, to make sure the welfare reform effort would work. Today, under the leadership of Eli Segal, the Welfare to Work Partnership has grown to 10,000 companies that have helped move more than 40,000 people from the welfare rolls to the job rolls.

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August 16, 1999

Memorandum for Hillary Rodham Clinton

From: Ruby Shamir

Subject: Youth Violence Activities Since Littleton Shooting

Over the last few months, you and the President have been involved in a number of events to promote the national campaign to prevent youth violence, call for the passage of common sense gun laws, and challenge the entertainment industry and other sectors to examine their roles in preventing juvenile violence. Following is a chronological list of events and announcements that have been made on the issue of youth violence since the April 20 school shooting in Littleton.

April 22 Al Shanker Speech before AFT in NYS

Your remarks focused on the tragedy at Littleton and on the need for common sense gun laws, and other supports for children.

April 27 Gun Control Initiative Event with the President, The White House (450)

At this event the President announced new legislation to strengthen federal firearms laws and make it more difficult for kids and criminals to have access to guns and explosives. The President's package represented the most comprehensive gun legislation any Administration has put forward in 30 years.

April 28 HRC Column on Littleton Shooting

April 29 Principal for a Day in NYS

You discussed school violence issues.

April 29 Jefferson Jackson Dinner in NYS

You spoke about the national campaign to prevent youth violence.

May 8 Mother's Day Event on Guns, The White House (East Room)

At this Mother's Day event you highlighted the importance of keeping children safe from guns as part of an effort to honor families. You were joined by four speakers who have been affected by gun violence, including Representative Carolyn McCarthy (D-NY).

May 10 White House Strategy Session on Children, Violence and Responsibility with the President, The White House (Remarks in the Rose Garden)

At this event you and the President led a strategy meeting to discuss the problem of youth violence and announced the development of a national campaign to address this problem.

- May 12** **HRC Column on Gun Control and National Campaign**
- May 20** **Trip to Littleton with the President**
You and the President spoke to the students at Columbine High School in Littleton, CO. This was the same day as a shooting at Heritage High School in Georgia.
- June 1** **FTC Report Event with the President, The White House (Rose Garden)**
The President instructed the Federal Trade Commission and the Department of Justice to conduct a joint study on the marketing practices of the entertainment industry to determine whether this industry markets to children violent and other material that is rated for adults and challenged retailers to enforce age restrictions on adult-oriented media, so that inappropriate material is kept out of the hands of children.
- June 6-7** **Announcements at Mental Health Conference with the President**
At the Mental Health Conference, the President announced a national school safety training program for teachers and school personnel launched by the National Education Association (NEA), EchoStar, a satellite company, and other partners.
- June 8** **President's Event on Movie Ratings Enforcement**
At this event, the President announced a new nationwide movie ratings enforcement and educational effort in cooperation with the National Association of Theatre Owners. The President also reiterated his call on Congress to move quickly to pass common-sense gun legislation.
- July 15** **Listening Tour Event in Nassau County in NYS**
You were joined by Rep. Carolyn McCarthy at this listening tour event where you called on all Americans to support tougher gun control laws.
- President's Event with Littleton Students**
On the same day as your event in New York, the President met with over 80 high school students from Littleton, CO and the Denver area to discuss the importance of enacting common sense gun legislation. The President insisted that Congress send to his desk for signature the reasonable gun measures already passed by the Senate.
- August 8** **Listening Event in Tonawanda**
You held a listening tour event near Buffalo that focused on keeping children safe from guns and violence on television and in video games.



Ben Edwards <benjedwa@yahoo.com>

06/14/99 12:22:51 PM

Record Type: Record

To: Ruby Shamir/OPD/EOP

cc:

Subject: National Campaign to Prevent Youth Violence

Here's the stuff in email form. There are two docs -- one a cover memo to HRC and the other the prospectus for the campaign. Missy knows that I'm calling in to her tomorrow to get her reactions. Thanks, and sorry for not being more organized- BUT I GOT MARRIED!!!!

MEMORANDUM

TO: MRS. CLINTON
FROM: NEERA TANDEN
SUBJECT: THE NATIONAL CAMPAIGN TO PREVENT YOUTH VIOLENCE
DATE: JUNE 7, 1999

The attached is a draft prospectus for the Campaign that offers more details on its possible activities. I have written this prospectus after conversations with Sarah Brown, Eli Segal, Pam Eakes, Amitai Etzioni, Tom Freedman, and others, and it was done in consultation with Bruce Reed. My chief concern is that the Campaign have tangible activities that can be easily understood. Indeed, I've listed a variety of activities that it could engage in, some of which may ultimately be rejected, but my hope is these suggestions will elicit your reactions. We are planning to circulate the final prospectus to Pam and Eli eventually, and then have them use it to organize others around.

I'll be talking to Bruce this week and will let you know how the conversation with Rahm went. I will be in Massachusetts for much of this week getting ready for the wedding, but will be available through White House Signal. Next week, I'll be on the honeymoon, but will be reachable in emergencies.

THE NATIONAL CAMPAIGN TO PREVENT YOUTH VIOLENCE

I. Statement of Purpose

The problem of youth violence is a national tragedy that requires national action. Over the past year, the school shootings that have terrorized Pearl, Peducah, Jonesboro, Edinboro, Springfield, Littleton, Conyers and the rest of the nation remind us of the horror of acts of violence by youth against youth. At the same time, juvenile violent crime remains too high, much higher than the overall crime rate. We have simply lost too many children. In the face of these tragedies, a national effort is demanded, in which all Americans come together to protect our children from violence.

We intend to create an organization that can focus the skills and energy of Americans from a wide-range of regions, occupations, and backgrounds to work towards achieving a shared goal of great national importance: preventing youth violence in our country. This campaign's chief focus will be on how each of us can take responsibility to prevent youth violence, rather than pointing fingers or assigning blame.

The organization will devote itself to achieving tangible, quantifiable goals and using a variety of means, including campaigning for Americans to work against violence in their communities, creating a national network to share effective techniques, and supporting community-based projects with promise. We recognize that while governmental action can help with this challenge, this is a campaign whose success will rely on the actions of American parents and children, businesses, spiritual and educational leaders. This organization will work to create support systems for our children so that they will turn away from violence.

II. Specific Goals

? Reduce the number of children killed by youth violence by 25% in 5 years.

? Enlist 10 million American parents and children to take a pledge to work to reduce violence within one year.

? Ensure all our children are given a healthy start.

III. General Strategies to Reduce Violence

The campaign will work on many fronts to focus on a series of issues related to youth violence: blocking children's access to guns, expanding mental health services, limiting young people's exposure to violence, and giving parents more tools to keep our children safe. The campaign will identify strategies that work, help spread promising ideas to other communities, and work with the media to send the right messages to our children.

Identifying what works at the community level

It is critically important that the national campaign be grounded in the best information and research available, both on the causes of violence and on effective strategies that work to reduce youth violence. It will focus on strategies that are working to prevent youth violence, to reduce children's access to guns, to promote children's healthy development, to promote linkages to counseling and other services.

The national campaign will help identify promising ways to reduce youth violence at the community level by creating a web-site and publicizing programs like Boston. It will also increase the commitment of individuals, foundations and businesses to these initiatives and their evaluation.

A clearinghouse that coordinates efforts

The campaign ? as a national umbrella organization -- will also help focus on coordinating these strategies to prevent violence. Currently, there are numerous programs that focus on some aspects of youth violence (e.g., mentoring programs, crime prevention, mental health services). There are organizations and initiatives working on particular issues in particular communities across the country. The campaign will help to organize these varied strategies into one national effort in order to more effectively address the problem.

In addition, the campaign will work to disseminate the latest research on proven strategies that are working to reduce youth violence.

Working to organize parents and others at the grass-roots level

The campaign will help to organize and involve parents and others to help end youth violence. Those who are on the front lines of this problem are critical to the success of the campaign.

Supporting and stimulating state and local action

The national campaign will support and enhance existing efforts in states and communities to prevent youth violence, and stimulate more states and major cities to develop well-organized coalitions to reduce youth violence.

IV. Specific Campaign Initiatives

The problem of youth violence is a multi-faceted one, involving a range of problems ? no single strategy will work. The agenda of this campaign is to work on several fronts at once and build support across communities for action against youth violence.

Safer Schools

While schools are still the safest place for children, the recent incidents of extreme violence on school sites tell us that we need to do more to protect our children.

The Campaign will focus on what's working and raise awareness about new strategies to make schools safer by:

? Promoting smaller schools and schools within schools, as well as smaller classes, so that children have more direct interaction with teachers and school administration. With smaller schools, children may receive more attention from adults, thereby alleviating any sense of isolation.

? Promoting effective violence prevention initiatives in the schools, including mentoring, conflict resolution, character education and after-school programs that work to reduce tensions and teach children how to address violence themselves.

Mental Health Services for Children

Too many of vulnerable children do not get the help they need: As many as one in every 33 children and one in eight adolescents may have depression. (U.S. Center for Mental Health Services (CMHS), 1996) Two-thirds of children with mental health problems are either not treated or are treated inappropriately. (CMHS, 1996) And, the rate of suicide for five to 24-year olds has nearly tripled since 1960. (AACAP, 1995)

The Campaign will work to raise awareness and help give parents and others the tools they need to address this problem by:

? Promoting successful initiatives that identify vulnerable children early.

? Increasing awareness of mental health issues by working with parents and others to spot the early warning signs of problems.

? Working with the media as well as community-based organizations to promote awareness of mental health issues amongst children.

? Focusing on counseling services in schools, including highlighting the critical role of guidance counselors and working with teachers to identify children with problems.

A Campaign to Keep Guns Out of the Hands of Our Children

Children's easy access to guns have had dire consequences: In 1996, firearms in murders, suicides, and unintentional shootings killed 4,643 children and teenagers. Gunshot wounds are the second leading cause of death for all people aged 10-34. And 20% of all gun-owning households had a loaded, unlocked gun in the home, a figure that was significantly higher among households that had a handgun. In addition, 26% of all guns and 55% of handguns are usually kept loaded. According to a February 1997 report by the Centers for Disease Control, the rate of

firearm deaths among children 0-14 years old is nearly twelve times higher in the United States than in 25 other industrialized countries combined. Finally, according to a recent poll, more than half of all teenagers say it would be easy for them get a gun.

The Campaign will work to break the connection between children and guns by:

? Developing a national education initiative to inform parents about the need to keep guns out of the hands of children.

? Advocating for greater use of technology to block children from using guns without the supervision of their parents.

? Issue: Should the campaign work on legislation as Mothers Against Violence in America, and Mothers Against Drunk Driving have or is that too political for this organization?

Addressing the Culture of Violence:

Children witness 8,000 murders and 100,000 other assorted acts of violence by the time they graduate from elementary school, and an estimated 200,000 acts of violence, and 16,000 simulated murders, by the time they are teens. And study after study has found that exposure to violent media makes children more aggressive. Studies have also shown that television violence has a particularly negative effect on children who have a tendency towards aggressive behavior.

The campaign will work with the media to address the problem of violence by:

? Working with media organizations to support programs that work, e.g., public service announcements on mentoring, as well as ones to reduce youth violence more directly.

? Advocating for greater responsibility by the media -- video games, television, recordings, and movies -- to reduce the violence our children are exposed to.

? Working with the entertainment industry and retailers to enforce the ratings system so children are kept away from violent media.

? Helping inform parents about the ratings systems and the V-Chip.

Supporting Children and Families

We know that children need the support of their families and their communities to ensure that they grow up healthy. In fact, the campaign must address the sense of alienation that is plaguing too many children as they grow up without the support they need.

The campaign will help parents address the problem of violence by :

? Focusing on initiatives and strategies that work to give parents the support they need ? from parental support programs involving home visitation to after school programs.

? Advocating on behalf of more support from the business community for family-friendly policies that allow parents to spend more time with their children.

? Obtain 10 million pledges by parents to address the needs of their children by listening to them more and ensuring they are safe from gun violence (see AOL pledge).

V. Principles of the Campaign

? The campaign will be non-political and non-partisan.

? The campaign will be a private, non-governmental entity, though it will recognize that public-private partnerships and the involvement of major political leaders, including the President, are critical to its success.

? The campaign will be specifically designed to support and supplement, not supplant, the efforts of other groups and local communities. It will involve a broad diversity of people to work on youth violence, including parents, teachers, religious and community leaders, elected officials and young people themselves.

? The campaign will be built on a solid foundation of evaluation of which approaches work and which do not.

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