

Schools

**Report of the
Interdepartmental Working Group on Violence**

SUBGROUP ON SCHOOLS

February 1994

INTERDEPARTMENTAL WORKING GROUP ON VIOLENCE

SUBGROUP ON SCHOOLS

Convenor:

Bill Modzeleski
Department of Education

Subgroup Members:

Doug Dodge
Department of Justice

Ashley Files
Department of Health and Human Services

Charlotte Gillespie
Department of Education

George Henderson
Department of Justice

Beverly Hardy
Department of Housing and Urban Development

Judith Katz-Leavy
Department of Health and Human Services

Richard Lowry
Department of Health and Human Services

Oliver Moles
Department of Education

Lucille Perez
Department of Health and Human Services

LeRoy Rooker
Department of Education

Deborah Rudy
Department of Education

Linda Sanches
Department of Health and Human Services

Robert St. Peter
Department of Health and Human Services



David Stoff
Department of Health and Human Services

Jerry Whitlock
Department of Education

TABLE OF CONTENTS

EXECUTIVE SUMMARY.....	Page 1
SCOPE OF THE PROBLEM.....	Page 6
CURRENT POLICIES AND PROGRAMS.....	Page 11
RECOMMENDATIONS.....	Page 19
DEVELOPING A RESEARCH AND DATA COLLECTION AGENDA.....	Page 26
APPENDICES.....	Page 29

EXECUTIVE SUMMARY
INTERDEPARTMENTAL WORKING GROUP ON VIOLENCE
SUBGROUP ON SCHOOLS

I. SIZE AND SCOPE OF THE PROBLEM

Violent behavior on the part of young people is not a new issue. A recent article in the Phi Delta Kappan notes that in 1940, 37,000 teenagers died of violence or disease; 10,000 teens died from suicides, homicides, and accidents, and the FBI reported that the average age of criminals was 19. A national study on school violence conducted in 1976-77 found that approximately 282,000 students (1.3 percent) were physically attacked in secondary schools each month, and that nearly 5,200 of the nation's secondary school teachers were physically attacked each month.

What is new is the extent to which violent behavior has moved from the streets to the classrooms and school yards. Students, teachers, administrators, and other staff increasingly are victims of threats, intimidation, robbery, assault, rape, and even homicide. A significant number of students are carrying weapons, particularly handguns, to school and many of them display a disturbing willingness to use these weapons at the slightest provocation. The expanding scope of youth violence has created in many schools an atmosphere of anxiety and mistrust coupled with an intensifying focus on self-protection.

Assessment of the scope of school crime is difficult because of poor record keeping and reporting, definitional differences, and the lack of a central data collection and analysis system. The only national longitudinal survey that collects data on school crime indicates that school crime is at a relatively stable level. State level surveys, however, indicate substantial increases in certain categories of school crime, particularly weapons carrying. In addition, 39 percent of school administrators reported an increase in violence within their districts in the last five years.

- Nearly 3 million thefts and incidents of violent crime occur on or near school campuses each year. This equates to nearly 16,000 incidents per school day or one every six seconds.
- Nearly one in five students in grades 9-12 reported they had carried a weapon at least once in a 30-day period.
- Nearly 8 percent of all students in grades 9-12 reported that in a 30-day period they had been in at least one physical fight that resulted in an injury

requiring treatment by a doctor or nurse.

- Although national records are not kept, data collected from the National School Safety Center, the Center on Handgun Control, and the Department of Education indicate that approximately 33 persons (students, teachers, faculty, and others) were killed in schools, on their way to school, or on school property during the 1992-93 school year. In the first six months of the 1993-94 school year, there were approximately 15 homicides.

II. WHAT IS WORKING TO PREVENT VIOLENCE?

In order to make schools violence free we need to make our communities and families violence free. Educators realize that violence cannot be viewed merely as a problem for schools. Schools can serve as a buffer to what students face in their homes and communities, but inevitably when violence pervades the community, it will find its way into the school if strong measures are not taken.

It is important to note, however, that while many schools are seriously affected by violence problems, most schools remain safe places where the business of education is carried out in an atmosphere of respect and mutual support. Even in neighborhoods where the worst crime and drug problems exist, schools can be safe havens that foster a sense of community and encourage personal growth.

One strategy that shows promise is the development of "safe havens" or community schools. A partnership between New York City Public Schools and the Children's Aid Society of New York resulted in the opening of a community school at IS 218 in New York's Washington Heights neighborhood in March, 1992. The school serves as a focal point for the neighborhood, supplying educational, health, and welfare services to students and their families under one roof. The school is open six days a week, 15 hours per day, year-round. The goal of the collaboration is simple: to give every child every chance to succeed. While it is early to gauge the results of this community school experiment, early indicators are promising. Scores on competency tests of writing skills are up, as is the attendance rate. Nearly one-half the school population and 600 parents are enrolled in a wide variety of activities.

Elements common to safe schools in troubled neighborhoods include extended hours of operation (often including the weekend), provision of social services within the school, flexible structures that enable large schools to function as smaller units within the school, training in techniques of anger management and

conflict resolution, a school ethic that values the contributions of students while holding them to high standards, and reaching out to parents and the larger community for support.

Another promising approach is conflict resolution instruction which is designed to help students develop skills that will allow them to settle disputes and differences without violence. New York's Resolving Conflict Creatively Program (RCCP) emphasizes conflict resolution skills and intercultural understanding. It currently involves 2,000 teachers and 50,000 students in 140 schools. The program consists of a 25-hour training course for teachers, regular classroom instruction based on a K-12 curriculum, classroom visits by expert consultants (10 per teacher), and after-school sessions with teachers. RCCP also trains school administrators and parents. A preliminary independent evaluation found that teachers report fewer fights, less verbal abuse, and a more caring behavior on the part of students. A grant to conduct a rigorous evaluation of RCCP has been funded by the Centers for Disease Control and Prevention.

III. RECOMMENDATIONS

There is no one single action that can create safe, disciplined and drug-free schools. Actions must be pursued along at least five broad dimensions: safety and security; education and skills development; home/school/community partnerships; supportive school climates; and enhanced data collection and research efforts. Subgroup members have identified several actions under each of these dimensions, however, the most urgent recommendations are listed below.

- o Support programs that open schools before the school day begins and keep them open after the normal school day, and provide a variety of services to students and their families.

Programs such as the Beacon Schools and Community Schools Program in New York City, the Farrell Program in the Farrell Area School District in Pennsylvania, The Turning Points Program in Washington D.C., and the New Beginnings Program in San Diego have demonstrated that we can address a variety of risk factors that often bring children into conflict with the law. Very few such programs are currently operating, however, and we need to create these models in every community.

The President should challenge communities and neighborhoods to designate one school to be open after normal school hours to service youth and their families. These schools could function as safe havens, providing recreational, educational, and other services and opportunities for students and families. (See IS 218 school example above.) Service in community schools should

be a priority for the new National Service program.

- o Provide students in all grades with courses that teach them the consequences of violence, techniques to resolve conflict in a non-violent manner, and how to mediate problems.

Many schools are providing conflict resolution programs, and while there is not much long term evaluation data available regarding the effectiveness of such programs, preliminary evaluation data as well as information from students, parents, teachers, and administrators indicate that these programs are successful in reducing conflict and violence.

The Safe Schools Act and the Safe and Drug-Free Schools and Communities provisions of the Elementary and Secondary Education Act reauthorization (both Administration proposals currently pending in Congress) will provide federal support for the implementation of a variety of violence prevention strategies including conflict resolution and mediation programs.

- o Make basic research and program evaluation in the area of violence prevention a federal priority.

Schools and communities that are developing and implementing programs designed to respond to high levels of violence can rely only on existing ideas about "best practices" in the field. The federal government needs to make a significant commitment to research and evaluation efforts in this area and should begin to develop a consensus research agenda at once.

- o Provide students with adult role models.

Too many students are growing up without appropriate adult role models or adult supervision. Many of these youth end up involved in alcohol and drug use and delinquent behavior. For many of these students all that is needed to ensure that they do not get involved in these behaviors is an adult to provide support and guidance. Mentoring programs do work.

The President should challenge leaders of business, youth organizations, and the clergy to recruit 100,000 adult volunteer mentors to go into schools across the country to serve as tutors and advisors to students. Mentoring programs should be a priority for the new National Service initiative. The President's challenge should be supported by a federal effort to disseminate information about model programs that emphasize mentoring relationships.

- o Use available technology to ensure that schools and others who need information about effective violence prevention programs have access to it.

There are many innovative programs operating in every part of the country that appear to be having success in reducing violent behavior. Unfortunately, information regarding these programs is not widely shared. Federal agencies need become more "customer" oriented and seek readily available, efficient methods to make information available to those who need it.

The Federal government should collect information about promising violence prevention programs and disseminate that information using a variety of methods, including the development of databases that can be accessed around the clock. New York City's YOUTHLINE is an example of a marriage of technology and available information combined in a manner that is readily accessible to users.

I. SIZE AND SCOPE OF THE PROBLEM

Background

Goal Six of the National Goals for Education directs that by the year 2000, all schools will be safe, disciplined, and drug free. Implicit in this goal is a recognition that school-related violence strikes at the very foundation of the educational process and threatens not only children's safety, but their ability to prepare for productive futures. Children cannot learn, teachers cannot teach, and parents are reluctant to send their children to school when concerns about safety dominate the learning environment.

Violent behavior on the part of young people is not a new issue. A recent article in the Phi Delta Kappan notes that in 1940, 37,000 teenagers died of violence or disease; 10,000 teens died from suicides, homicides, and accidents, and the FBI reported that the average age of criminals was 19. A national study on school violence conducted in 1976-77 found that approximately 282,000 students (1.3 percent) were physically attacked in secondary schools each month, and that nearly 5,200 of the nation's secondary school teachers were physically attacked each month.

What is new is the extent to which violent behavior has moved from the streets to the classrooms and school yards. Students, teachers, administrators, and other staff increasingly are victims of threats, intimidation, robbery, assault, rape, and even homicide. A significant number of students are carrying weapons, particularly handguns, to school and many of them display a disturbing willingness to use these weapons at the slightest provocation. The expanding scope of youth violence has created in many schools an atmosphere of anxiety and mistrust coupled with an intensifying focus on self-protection.

Although the roots of youth violence are not easy to trace with certainty, several aspects in the current environment are contributing factors. Chief among them are children's exposure to risk factors such as abuse and neglect coupled with the widespread use of alcohol and other drugs, the easy availability of weapons of all types, and the proliferation and glorification of violence in the media coupled with increased viewing of television and other forms of media by school aged youth.

School violence is different from other forms of violence only in the location where it occurs. That is, school violence represents:

- actions that inflict or threaten harm to students, teachers, and others;
- at school, on the way to or from school, and at school-

sponsored activities;

- by a student, non-student, teacher, staff, parent, or other person.

There are several categories of school violence. They include:

- individual violence: violence perpetrated by one student against another.
- gang violence: a group of individuals banding together and involving themselves in violent activities against individuals, other gangs, or teachers.
- race/ethnic violence: violence by one group of individuals against another because of their race, religion, or other characteristic.
- teacher violence: violence by students, parents, against teachers or other school staff.

In each of the above categories violence can take the form of assaults, sexual assaults, robbery, physical fights, threats and intimidation, and intentional injury and death. A recent survey conducted by the National School Boards Association found that the most prevalent form of violence in schools to be student against student (78%), followed by student against teacher (28%), race/ethnic violence (28%), and gang violence (24%). (The percentages indicate the number of districts experiencing this type of violence. National School Boards Association, Violence in Schools: How America's School Boards are Safeguarding Your Children, 1994)

Problem Assessment

Assessment of the scope of school crime is difficult because of poor record keeping and reporting, definitional differences, and the lack of a central data collection and analysis system. The only national longitudinal survey that collects data on school crime (Monitoring the Future) indicates that school crime is at a relatively stable level. State and local level surveys and data collection efforts, however, indicate substantial increases in certain categories of school crime, particularly weapons carrying. In addition, 39 percent of school administrators reported an increase in violence within their district in the last five years (Xavier University study conducted for the National School Boards Association, 1992). Another study of school board members and other school officials found that 35 percent felt that violence had increased significantly over the past five years and 47% felt it had increased somewhat. Only 4% felt it decreased. (National School Boards Association, Violence in the Schools: How America's Boards Are Safeguarding Our

Children, 1994).

Students, also, report increasing concerns about safety. A recent survey of 65,000 teens found that 37 percent of respondents don't feel safe in school and 50 percent know someone who switched schools because of safety concerns. Large numbers of other students avoid areas of their schools such as restrooms, hallways, and school grounds because they perceive these areas to be unsafe. (USA Today Weekend, August 13-15, 1993).

What we know about school crime and violence comes from several national, state-wide, and local surveys. These data paint a grim picture of what is happening in our schools:

Millions of students are injured and sexually assaulted each year.

- Nearly 3 million thefts and incidents of violent crime occur on or near school campuses each year. This equates to nearly 16,000 incidents per school day or one very six seconds.
- Violent crimes such as rape, robbery, assault, and murder account for 1.9 million of these incidents (Bureau of Justice Statistics, 1991).

A large number of students have access to guns and other types of weapons.

- In one survey 41 percent of students felt that they could get a gun with "no trouble at all." 24 percent of the male students said it would be "only a little trouble." (Sheley, Joseph and Wright, James. "Gun Acquisition and Possession in Select Juvenile Samples," Tulane University, 1993).

Thousands of students carry weapons, many of them while at school.

- Nearly one in five students in grades 9-12 reported they had carried a weapon at least once in a 30-day period.
- Knives or razors were the weapons of choice for 55 percent of students who carried weapons, with clubs carried by 24 percent, and firearms by 20 percent. More Black (27%) and Hispanic (26%) than White (17%) youths carried weapons. (Youth Risk Behavior Surveillance System, Centers for Disease Control and Prevention, 1991-92.)
- Nine percent of eighth graders, 10 percent of tenth graders, and 6 percent of twelfth graders reported they had brought a weapon to school at least once in a period of a month. (University of Michigan, National Education Goals Report, 1993).

Injuries requiring medical attention frequently result from fights.

- Nearly 8 percent of all students in grades 9-12 reported that in a 30-day period they had been in at least one physical fight that resulted in an injury requiring treatment by a doctor or nurse. More Blacks (13%) and Hispanics (10%) than Whites (6%) had been injured in fights. (Centers for Disease Control and Prevention, Youth Risk Behavior Surveillance System, 1991-92)
- More than one-third of all students report that other students at their school belong to fighting gangs. (National Education Goals Panel, 1993).

Many schools have active gangs.

- A 1991 survey conducted by the Department of Justice's Bureau of Justice Statistics found that about one sixth of all students (15%) noted the presence of street gangs at their school, while another 5% were unsure. In schools with gangs students were about twice as likely as students from schools without gangs to be afraid of attack, both at school and on the way to or from school. (Bureau of Justice Statistics, School Crime 1991). The National Center for Education Statistics found that in 1993 over one-third of all students report that other students at their school belong to fighting gangs. (National Center for Education Statistics and Westat, Inc., 1993).

Teachers are often the victims of physical and verbal assault.

- Nearly one out of five public school teachers reported being verbally abused by students in a four-week period; 8 percent were threatened with injury; and 2 percent reported being physically attacked in the last year. Verbal abuse and threats were more common in city schools than other locations, in schools with more than 300 students, and in schools with more low-income students. (National Center for Educational Statistics, 1991).

The death toll among persons at school averages more than one per month.

- Although national records are not kept, data collected from the National School Safety Center, the Center on Handgun Control, and the Department of Education indicate that approximately 33 persons (students, teachers, faculty, and others) were killed in schools, on their way to school, or on school property during the 1992-93 school year. In the first six months of the 1993-94 school year, there were approximately 15 homicides.

Violent incidents occur in rural schools.

- A study of 1,000 eighth- and tenth-graders from 23 small Central Texas communities found that 34.1 percent of respondents said they had been threatened with bodily harm; 14.1 percent said they had been physically attacked, and 6.8 percent said someone had tried to force them to have sex at school or on a school bus (Texas A&M University, Rural Communities Near Large Metropolitan Areas; Safe Havens from Adolescent Violence? 1991)
- A survey of school board members found that 24 percent of respondents felt that violence had increased significantly in the past five years and 52 percent of the respondents felt it increased somewhat (National School Boards Association, Violence in the Schools: How America's Boards Are Safeguarding Our Children, 1993).

It is clear from these and other studies examined by the Schools Group that inner city schools, and minority students experience more violence than their counterparts. Programs need to recognize such differences and target resources to meet the special needs of these groups and schools.

Statistics alone, however, do not convey the full scope of violence that occurs in schools. Thus far in the current school year we have seen:

- A 14-year old Washington, D.C. student arrested after he and another student fired at least 15 shots outside Shaw Junior High School as classes were being dismissed.
- An eighth-grade student in Atlanta, Georgia died and another was injured in a lunchroom shooting before 150 students.
- A 15-year-old Dallas student was fatally shot in a crowded hallway of Roosevelt High School by a 16-year old student. The school's metal detectors were not in use the day of the shooting.
- Four children were wounded when a man armed with a rifle and a handgun opened fire on a school field in Sheridan, Wyoming. The gunman then killed himself.
- A 16-year old junior at Kecoughtan High School in Hampton, Virginia bled to death in the school cafeteria after being stabbed during a fight with a fellow student.
- A 13-year old student held his junior high school teacher and classmates hostage with a loaded hunting

rifle. He was subdued by the teacher.

Additional information regarding school crime is found in Appendix #1.

Strategies to prevent violence

All of the incidents noted here mirror acts of violence exhibited in other settings such as the home and the community and they need to be treated as seriously. A different standard of law cannot operate in schools: students, parents, teachers, and others must recognize that violence in school will be dealt with in the same manner as a similar offense committed outside of school.

In order to make schools violence free we need to make our communities and families violence free. Educators realize that violence cannot be viewed merely as a problem for schools. Schools can serve as a buffer to what students face in their homes and communities, but inevitably when violence pervades the community, it will find its way into the school if strong measures are not taken.

Strategies to prevent school violence need to focus on several dimensions simultaneously: first, classrooms and school grounds must be safe places where learning can occur unhampered by concerns about personal safety; second, students must be provided with skills and knowledge necessary to manage their behavior and resolve conflicts in a nonviolent manner; third, schools must work with communities to help address the environment in which students live; fourth, positive school environments that encourage youth achievement must be created, and lastly, data collection must be improved, information sharing enhanced, and research and evaluation efforts expanded.

Principles developed in studies of dysfunctional behavior in other arenas such as drug use can provide an instructive starting point for the development of comprehensive violence prevention programs. Effective programs:

- determine the nature and extent of the problem before designing interventions;
- draw on comprehensive, community-wide approaches that involve the school, youths, parents, businesses, and other organizations;
- are appropriate for the racial and cultural composition of the student body and consistent with community norms;
- couple strong policies with consistent enforcement;
- focus on multiple risk factors in the environment;
- start early (kindergarten) and continue through grade 12;

- ensure appropriate staff training;
- involve parents and students in the design and implementation of prevention policies and programs, and
- provide for regular assessment of progress as a means to refine and modify programs as needed.

Hiring security personnel and installing metal detectors may be a part of the overall short-term strategy to provide a safe environment, however, these actions cannot take the place of a comprehensive violence prevention program that is thoughtfully developed, consistently implemented, and regularly monitored for the long term.

Schools are uniquely situated to be an important part of the solution to several aspects or kinds of violence, e.g., family violence, child abuse, hate/ethnic violence, and interpersonal violence. Youth spend much of their time in school and, schools, along with families and religious institutions, are major influences in transmitting ideals and standards of right and wrong. Schools also have the capacity to provide youth with alternatives to engaging in violent behavior. Thus, although the problems of youth violence extend far beyond the school, it is critical that schools take an active role in the development and implementation of strategies to curb violent behavior in general.

It is important to note, however, that while many schools are seriously affected by violence problems, most schools remain safe places where the business of education is carried out in an atmosphere of respect and mutual support. Even in neighborhoods where the worst crime and drug problems exist, schools can be safe havens that foster a sense of community and encourage personal growth.

Schools such as IS 218 in New York City's Washington Heights, for example are models of what can be accomplished, often at little cost. Elements common to safe schools in troubled neighborhoods include extended hours of operation--often including the weekend, provision of social services within the school, flexible structures that enable large schools to function as smaller units within the school, training in techniques of anger management and conflict resolution, a school ethic that values the contributions of students while holding them to high standards, and reaching out to parents and the larger community for support.

Some actions may require additional funding: for example, providing increased security and metal detectors, developing after-school activities for students, developing curricula that train students in the use of social skills to deal with conflict in a non-violent manner, and working with the community to change the environment that allows violent acts to flourish.

Many other actions, however, can be undertaken immediately

without waiting for additional resources. These include determining the nature and extent of the problem, developing and implementing strong policies, and forming strong links to law enforcement agencies and other community groups.

II. Current policies and Programs

Two of the Federal governments major "goal setting" activities -- the National Education Goals and the National Health Objectives for the Year 2000 -- emphasize school and youth violence as national priorities. (The texts of National Education Goal 6 and relevant parts of the National Health Objectives are included in Appendix 2.)

Generally, Federal program activity, specifically targeted to the area of violence prevention has not been extensive. Relatively modest discretionary grant, training and technical assistance, and research and evaluation efforts characterize the Federal effort. While these activities are not insignificant, the Federal government has not provided the extensive support of direct services or research that has characterized its response to other serious problems like alcohol and other drug use. (An inventory of existing federal school violence prevention programs and research efforts are included as Appendices 3 and 4).

At least four Federal departments or agencies -- the Department of Education, the Department of Health and Human Services, the Department of Justice and ACTION -- support programs or research and evaluation that is linked to preventing violent behaviors. Some of these programs focus on efforts that attempt to directly change violent behavior, e.g. conflict resolution skill building or enhanced security efforts like metal detectors or increased supervision; many focus on issues that are likely causes of violent behavior including child abuse, and drop-out prevention. Departments and agencies involved in violence prevention activities occasionally work cooperatively, but there is no formal mechanism in place to ensure coordination in this area.

States, too, are placing an increasing emphasis on the issue of school and youth violence. While some States are focusing attention on training and instructional approaches, action has also focused on strategies that use the States authority to establish some legal strategies or policies that seek to have an impact on the issue of school violence.

Communities and their schools are most immediately affected by the outbreak of youth violence and are responding in many ways including development of policies, instructional/skill building efforts, and alternative youth activities. Foundations and the private sector have not been heavily involved in violence prevention activities, but interest in the topic by those sectors

is also growing. Some foundations that are addressing violence prevention include the Robert Wood Johnson Foundation ("Fighting Back" community empowerment programs emphasizes prevention of youth violence), and the W.T. Grant Foundation (supporting a school violence prevention initiative that includes evaluation of conflict resolution strategies). The Education Development Center has developed a list of 56 school-based violence prevention programs.

Unfortunately, little conclusive evidence about effective violence prevention efforts exists. While some interventions appear promising, much more research and evaluation is needed if effective, replicable interventions are to be put in place in schools throughout the nation. The following sections of the paper discuss some activities and strategies that are being implemented.

Laws and Policies

Congress enacted Gun-Free School Zone provisions as part of the Crime Control Act of 1990. Modeled on existing Drug-Free School Zone provisions, the statute provides increased penalties for individuals convicted of a firearm-related offense on or near school property. A Federal District Circuit Court recently found the provision to be unconstitutional; the Department of Justice is appealing this decision. Louisiana has enacted Weapon-Free School Zone provisions, similar to Federal Drug- and Gun-Free School Zone provisions. Pennsylvania has also enacted a statute that would require mandatory expulsion of students who possess a weapon on school property.

Another approach being employed requires that schools be notified of violent incidents attempted by their students. Both California and Virginia have enacted notification provisions. These notification provisions require coordination between school and judicial officials and provide necessary information to principals, teachers, and other school personnel charged with providing safe school environments. California also allows for limited exceptions to its provisions requiring confidentiality of juvenile criminal records in cases involving serious acts of violence. Limited information from those records is made available to school officials so that they provide appropriate services to the juvenile offender and guard the safety of vulnerable staff and students.

Some States have also begun to require mandatory reporting of violent offenses. Tennessee requires teachers to report violations to their principal; reports must also be made to law enforcement officials. Connecticut also requires reports to law enforcement officials. Both South Carolina and California require that schools compile and report to their State Departments of Education a variety of data related to violent

offenses committed in schools. While Hawaii's legislature has not enacted provisions requiring mandatory reporting, the State department of education has implemented policies that have the effect of requiring schools to report school safety data. The Family Education Rights and Privacy Act (FERPA), a Federal statute that governs confidentiality of educational records, may make it difficult for educators to share records with law enforcement officials.

Although California, Connecticut, and South Carolina and some local jurisdictions do have mandatory school crime reporting requirements, most States and localities do not have adequate data collection efforts. Lack of current, accurate data about the nature and extent of the school violence problem makes it difficult to assess the situation and develop appropriate responses at the Federal, State, or local levels.

Some local educational agencies have developed and implemented clear policies about violent behavior. The best of these policies establish clear expectations for behavior, contain appropriate sanctions for policy violations, involve law enforcement officials in appropriate roles, define violations and clarify which violations are disciplinary infractions and which are criminal acts, and are shared with students, parents, and the community. The policies are also equitably enforced.

Interventions Designed to Prevent School Violence

Generally, school districts have not developed comprehensive strategies and programs to respond to increasing levels of school violence. Instead, schools frequently employ one or more of the following strategies on an ad hoc basis in an effort prevent school violence.

Other schools have chosen enhanced security as the foundation of their violence prevention effort. This approach often includes increased capacity for supervision (through the addition of security personnel or others, like parents, who agree to spend time in school to improve adult supervision) and metal detectors that identify students who are attempting to bring weapons into school.

In the wake of increasingly violent incidents, school districts across the country are considering the purchase of metal detectors and about 25 percent of the Nation's largest school districts already use metal detectors. Because so many districts are considering the purchase of these devices it is important to mention some of the issues associated with their use. These include:

- o Cost: Hand-held units sell for about \$200; more elaborate stationary units cost as much as \$20,000. The necessary

capital investment for a large school district is significant.

- o Training/Staffing: Effective use of metal detectors requires properly trained personnel. Teachers are not trained to fill this role and some find it in conflict with their other duties. If non-instructional staff are to be used, they must often be hired and trained. New York estimates that it will include an additional \$28 million in costs to expand the number of schools using metal detectors from fifteen to twenty-one.
- o Logistics: Requiring that a large number of students pass through a limited number of access points in a limited period of time for schools with large enrollments present logistical problems. For example, at New York's Jefferson High School (enrollment 1,800), it took 40 school police officers about two and one-half hours to scan students with hand-held metal detection devices.
- o Effectiveness: Significant questions exist about the effectiveness of currently available metal detectors. The devices cannot identify every potential weapon that students attempt to bring on school property; the design of many school buildings makes it difficult to ensure that weapons do not enter buildings through windows or doors that are not armed with detection equipment. A recent Centers for Disease Control (CDC) study found that students from schools with metal detectors were less likely to report carrying a weapon to school than students from schools without metal detectors. However, the metal detectors appeared to have no effect on weapon-carrying behavior outside of school or on the prevalence of threats or physical fights, regardless of location.

Security is not limited to the actual school proper. As many schools find that many of their students are in greatest jeopardy of being assaulted while on their way to and from school they have established programs to protect students walking to school. While some of these schools use law enforcement officers to protect students a number of them are calling upon businesses, parents, neighbors, churches, and other community groups to help protect students. The Roberts Vaux Middle School in Philadelphia and six neighborhood churches have organized a phalanx of adult volunteers to look out for drug dealers, armed teen-agers and bullies. The program provides a safe corridor for the schools 960 children as they walk to and from school. It operates only one day a week, but organizers hope to recruit enough volunteers to extend it to every school day. The six churches along the way to school also serve as safe havens for children in times of emergency.

Another popular intervention is conflict resolution instruction. These programs focus on teaching and practicing non-violent strategies for resolving differences and are being implemented at many sites across the country. New York City's Resolving Conflict Creatively Program (RCCP) is an example of a program that employs conflict resolution strategies. RCCP has reached tens of thousands of young people throughout the city. It consists of staff training, classroom instruction, classroom visits by consultants, and monthly follow-up sessions with teachers. RCCP is being replicated in four school districts around the country.

Other districts, recognizing the importance of involving youth in the development and implementation of interventions, are employing peer mediation as a violence prevention strategy. In these programs, specially trained students work with other students to have find mutually agreeable resolutions to conflicts. An example of a program employing this strategy is "We Can Work it Out", developed by the National Institute for Citizenship Education in the Law and the National Crime Prevention Council. The program promotes mediation and negotiation as strategies that can replace fights and litigation.

Gun awareness curricula are also being implemented by school districts. These programs are designed to teach youth about the risks associated with gun use. A frequently used example is Straight Talk About Risks (STAR) developed by The Center to Prevent Handgun Violence. The curriculum includes lessons for students from pre-kindergarten to 12th grade and emphasizes the realities and tragic consequences of gunplay. It includes decision making skills, refusal skills, and conflict resolution instruction.

Because gang-related activity fuels violent behavior by youth and impedes academic achievement, some school districts are implementing programs designed to prevent or suppress gang activity. Los Angeles Unified School District's Mission SOAR (Set Objectives, Achieve Results) emphasizes self-esteem and goal achievement for students in grades 3-6. Gang Resistance Education and Training (GREAT), developed by the Bureau of Alcohol, Tobacco, and Firearms in cooperation with the Federal Law Enforcement Training Center and the Phoenix Police Department, features law enforcement officers presenting lessons to elementary and middle school students about topics including conflict resolution, drug use and its effect on neighborhoods, crime, civic responsibility and goal setting.

Media literacy programs examine the violence in the media and its effect on youth. The programs are designed help youth be critical viewers and objectively interpret the actions they see featured in television programming and the movies. Billerica Public Schools in Massachusetts have undertaken a three-year

effort to integrate media literacy into grades K-12 in the subject areas of language arts, social studies, science, and the visual and performing arts.

Some school districts have incorporated violence prevention information and strategies into their comprehensive school health education program (CSHE). While only a limited number of schools offer K-12 CSHE programs, violence prevention is widely recognized as an important component of such efforts.

Other Interventions

While the strategies described above have been developed as direct responses to violence and violent behavior, other existing strategies and programs, although not designed for that purpose, may play a role in preventing youth violence. These programs tend to address risk factors that are associated with a range of high-risk behaviors including juvenile delinquency and alcohol and other drug use.

Modifying school climate or organization is one promising approach that seems to affect levels of violent behavior. Smaller schools (or other actions that serve to "sub-divide" schools with large enrollments into smaller operating units) are positively correlated with lower rates of violent behavior. Impersonal climate, concentrations of male students, lax rules and inconsistent enforcement, lack of academic competition, and students' sense that courses are irrelevant to their lives are all correlated to higher levels of violence. Cooperative learning, alternative programs for troublesome youth, and other practices that raise student achievement and bonding to staff and schools can lessen violent behavior.

Safe Haven, Community School, and Family Center Schools programs provide productive alternatives to occupy the out-of-school and weekend time of youth. These programs generally provide a range of educational, recreational, and cultural activities provided in a supervised environment with trained staff. Programs are often headquartered at school buildings and frequently involve families and provide opportunities for access to other social services. New York City's "Beacons" program, a project of community-based organizations and community schools districts, is currently operating in 10 of the city's toughest neighborhoods. The centers are located in schools and involve students and families in the evenings and on weekends. Educational, recreational, vocational and social services are provided by more than 75 different groups to center clients. The Farrell Area School District has established itself as a hub of the community by implementing a comprehensive system of interagency collaboratives that act as a safety net for the family. The school system provides on-site primary and mental health clinics, prenatal and

parenting education, day care and preschool that is coordinated with early intervention starting at 6 weeks of age.

Mentoring strategies have produced positive results in changing behavior in several programs around the country. These programs, sponsored by schools, universities, businesses and community based organizations link students with adults (or older students) that function as role models and a source of support for the students involved. An example of a mentoring program that is working in the inner city is one sponsored by Merrill Lynch, Johnson and Johnson and Bell Atlantic. Executives from these three companies have joined together to serve as role models in classrooms of three New Brunswick grade schools. In its third year in the district, the program is intended to augment the largely female staff in urban elementary schools, where a large percentage of the students come from female-headed households. The program has 70 executives serving as teacher assistants for more than 400 pupils.

Many schools recognize that prevention strategies that involve youth in their development and implementation are likely to be well-received by other students. The National Crime Prevention Council's Teens, Crime, and Community program is a curriculum that helps teens understand that they are important community resources. The program helps students examine crime and violence in their school and community and suggests activities they can initiate to attach these problem.

Youth involvement is also an important part of community service strategies. Such programs provide much needed help on important community problems and benefit the youth involved as well. The programs help students relate to other and make valuable contributions to their neighborhoods and communities. The programs often emphasize teamwork and the need to compromise to achieve goals and enhance self-esteem through real achievement. Some jurisdiction, including the State of Maryland and the District of Columbia, mandate the completion of a community service project as part of their high school graduation requirements.

Law-related education programs are also linked to youth violence prevention efforts. These instructional programs are designed to inform students about our system of law and increase their understanding of and appreciation for its protections and responsibilities.

Finally, it should be noted that many schools across the country are finding that they are serving as the melting pot for many different cultures. Many school systems are finding themselves dealing with students from as many as 50 or 60 different countries. Schools are finding that Whites, Blacks, Hispanics, and Asian students are being brought together in schools.

While bringing students from different cultures and races together offers opportunities to learn about how other persons live, it can also lead to racial and ethnic disruptions. Conflicts often arise in a school when one group feels slighted, for whatever reason, by another group or by the school administration. Many times a simple slight leads to an altercation between groups of individuals sharing the same culture or ethnic background. For this reason many schools are developing policies to prevent school racial/ethnic disturbances which often lead to violence. Policies such as those developed by the Alameda County Board of Education are multi-dimensional. They recognize the destructive nature of hate-motivated behavior and crime; assure quick and adequate responses to hate incidents and crimes; provide thoughtful support to victims and rehabilitation of perpetrators; create supportive environments for diverse student bodies; provide appropriate multicultural curriculum; and provide for positive models of behavior.

Duplications and Disconnects in Policies and Programs

Pending Legislation

Potential duplication exists among several pending legislative initiatives that authorize violence prevention activities. The Department of Education has proposed two initiatives related to preventing school violence -- the Safe Schools Act and the Safe and Drug-Free Schools and Communities Act. The Safe Schools Act (SSA) was proposed by the Administration as an emergency response to the escalating problem of school violence. The proposal provides for grants to local educational agencies that have been particularly affected by youth violence.

The Safe and Drug-Free Schools and Communities Act (SDFSCA), introduced as part of the Administration's proposal for reauthorizing the Elementary and Secondary Education Act, broadens the scope of ED's drug prevention programs to include violence prevention and provides a more comprehensive approach to violence prevention. SDFSCA will provide formula grant funds to State and local educational agencies and Governors, and an extensive National Programs provisions that authorize discretionary grants, demonstration projects, research and evaluation activities, and other Federal leadership initiatives.

ED intends to merge the programs authorized under the two proposals into a single program.

The Crime Bill, pending in the Congress, also contains authority for a Safe Schools Act. These provisions authorize the Department of Justice to make a grants to local school districts for a variety of activities and programs related to violence prevention. Some reconciliation of the provisions of these

proposals is needed; the goal should be a coordinated effort that limits burden, i.e. duplicate application procedures, on school personnel and authorizes comprehensive strategies for violence prevention.

Additional duplication is likely to occur if the comprehensive school health education provisions of the Health Care Security Act are enacted. This program, which will be administered by HHS in cooperation with ED, authorizes planning and implementation grants to State and local educational agencies for a variety of health education and service activities, including programs designed to promote safety and prevent injury.

Coordination

At least three Departments and one independent agency support school violence prevention programs and/or research. Several different operating components of the involved departments are charged with responsibilities in this area. The result is a patchwork of program and research efforts that is not adequately coordinated. Some formal mechanism for coordination and cooperation is needed; clear Federal roles and responsibilities should be established to ensure a comprehensive approach that avoids overlapping, burdensome, or duplicative efforts.

Although some existing or proposed bodies (DOJ's Juvenile Justice Coordinating Committee and the Crime Bill's "Ounce of Prevention" Advisory Council) may be an appropriate choice to assume this responsibility, it is important that the mechanism selected facilitates actual planning and program integration, not merely information sharing.

III. Recommendations

School violence mirrors the violent behavior that characterizes too many of our families, neighborhoods, and communities and all of these institutions, as well as students themselves, must be involved in the search for solutions. School violence prevention is more than metal detectors, security personnel and conflict resolution programs. It is strengthening families, providing young people with opportunities, valuing and respecting youths, providing youths with skills to earn a living and to cope with conflict in creative rather than violent fashion, and demonstrating to youths that they are part of a larger community with a responsibility to value and give back to the community. Schools have an important role to play in each of these areas.

There is no one single action that can create safe, disciplined and drug-free schools. Actions must be pursued along the five broad dimensions listed below.

1. Enhance safety and security for students, teachers, and staff.

Steps must be taken to ensure that weapons are not brought into school, that crime and violence occurring in schools is dealt with in an appropriate manner, that students that violate provisions of school policy and/or law are appropriately sanctioned, and that threats to students safety--in school or on the way to school--are removed.

The federal government should encourage schools to take the following actions:

o Develop school safety plan governing violent incidents.

Local educational agencies receiving Federal funds for school safety, violence, or drug prevention should be required to develop school safety plans. It is essential that all schools know how to react when an incident of violence occurs in their school or to one of their students. Unfortunately, most schools do not develop a school safety plan until they have experienced a violent incident. ED's Technical Assistance Centers and the National School Safety Center will be able to provide training and technical assistance to help schools meet this goal.

Training should be an essential part of every school safety plan. Significant amounts of new funds are not needed for training. What is needed are better linkages with community groups and organizations. Federal departments should encourage their grantees to collaborate with schools in the development of practical violence prevention training programs.

o Establish clear policies against weapons possession, fighting, and other forms of violence.

The Administration's proposed Safe and Drug-Free Schools program requires that local educational agencies (LEAs) receiving funding under the program develop and implement policies designed to reduce school violence. Policies should define offenses and identify appropriate sanctions, identify disciplinary and criminal infractions, involve students, parents and the community in their development, be clearly communicated to students and their families and be consistently and equitably enforced.

o Establish effective linkages with local law enforcement.

Federal funds allocated to schools or law enforcement for violence prevention activities should require the development of formal links between these two groups. Areas for collaboration between school and law enforcement officials include development

of a common understanding of disciplinary and criminal violations, procedures for reporting criminal violations to law enforcement officials, and guidelines for appropriate police intervention in school incidents.

- o Diversify school safety strategies.

Federal policy should place limitations on the amount of Federal resources that can be used to purchase or support physical measures, such as metal detectors or security personnel to prevent violence, and should require schools to use these mechanisms in conjunction with other enforcement and prevention efforts.

- o Join with their communities to establish safe passages for students to and from school.

Many schools, particularly in urban areas, are located in areas of high crime and drug trafficking. The Departments of Education, Health and Human Services and Justice should collaboratively identify existing effective models that include parents and businesses and disseminate information about them.

Regulations governing the Empowerment Zones should include involvement of businesses in safe passage programs.

- o Join in efforts to provide incentives to remove weapons from students.

Federal funds should be used to evaluate exchange or buy-back programs designed to get guns out of schools. Approaches that are being tried include a tip line to receive anonymous reports of student weapons carrying to school and an exchange program that gives sporting and concert events tickets for guns. Other efforts should also be explored.

- o Encourage establishment and enforcement of Gun-Free School Zone laws.

Federal policy should encourage the development of state Gun-Free School Zone statutes which provide for increased penalties for firearm-related violations. The Department of Justice should also encourage U.S. Attorneys and federal law enforcement agencies to work with local law enforcement and school officials in the enforcement of provisions of the federal statute.

2. **Provide students with skills and knowledge necessary to manage their behavior and resolve conflicts in a nonviolent manner.**

Federal policy should support school-based efforts to combat violence by educating students and providing them with the skills

necessary to resolve conflicts peaceably. Federal funds should be used only for violence prevention efforts that have been demonstrated to reduce violent behavior. The federal agencies responsible for providing funds to schools--Education, Justice, ACTION--should work collaboratively to provide guidance on programs that work and those that do not.

The federal government should encourage schools to take the following actions:

- o Implement developmentally appropriate conflict resolution programs for students at all grade levels.

The Department of Education should encourage through regulatory and other means the adoption of effective measures to train students in techniques of resolving conflicts nonviolently.

- o Establish violence prevention curricula for grades K-12.

The Department of Education should develop and disseminate guidelines for selection and implementation of violence prevention curricula that incorporate conflict resolution, mediation and negotiation skills, media literacy, firearm awareness information, and anger management. Comprehensive school health curriculum developed with Federal funds should include violence prevention topics.

- o Provide in-service training for teachers and other staff in violence prevention.

The Department of Education should support teacher and staff training with a focus on activities that build training capacity at the state and local level.

- o Develop and implement activities designed to promote the values of individual and civic responsibility.

Federal policy should encourage schools to develop programs that reinforce basic principles that are essential to the functioning of society. Corporation for Public Service programs should establish as a priority community service programs that involve youth volunteers.

3. Develop strong partnerships with community-based organizations, businesses, and parents.

Federal policy should support the development of broad-based, comprehensive programs that integrate a variety of services on behalf of youth and families. Services should be provided during after-school hours and on weekends at easily accessible locations.

The federal government should encourage schools to take the following actions:

- o Join with communities to develop safe haven/community schools programs in which schools are kept open after hours and youth are provided with a range of services and activities in a drug- and violence-free environment.

Programs like the Beacon Schools in New York City, Washington, D.C.'s Turning Point Schools and Trenton, New Jersey's Safe Haven program provide youth with exciting and challenging after school activities and a variety of social, health, and vocational services--an approach that has been demonstrated to keep youth from getting involved in violent activities.

Federal policy should recognize the importance of these and similar efforts and encourage schools to be part of community efforts that keep schools open after the normal school day. It should also recognize the role for business and youth-serving organizations in this endeavor and encourage school-business-community collaboration in the development of after school programs, particularly through other related programs such as National Service and Empowerment Zones. Finally, the federal government should examine statutory and regulatory barriers to service integration at the local level and pursue remedies including expanded waiver authority.

- o Make their facilities available to other agencies and organizations for the delivery of social and other services to students and their families.

The federal agencies should collaboratively identify current initiatives that emphasize schools as a service center and disseminate information about the most promising models.

- o Share information about their students with other agencies offering services to students and families.

The federal government should explore modification of current statutes and regulations governing privacy and confidentiality to enable information to be shared among agencies offering services to youth and their families.

- o Extend training in conflict resolution and other violence prevention techniques to families.

Current federal programs that serve children and families such as Even Start and Head Start should develop and implement parents components that offer training in appropriate techniques of anger management and conflict resolution.

- o Invite parents into school buildings to provide additional supervision, positive role models, and anti-violence norms.

The Department of Education's volunteer leave policy should be implemented government-wide. The policy provides up to four hours of administrative leave per pay period to employees who volunteer at schools or other youth serving organizations. Administrative leave is awarded on an hour-for-hour matching basis to employees who choose to use annual leave for volunteer activities. The federal government should also encourage the private sector to develop similar policies that facilitate the involvement of working parents in school and other volunteer activities.

4. **Create positive school environments that encourage youth achievement and bonding to school and its mission.**

Schools that value students, set high standards and expectations, are tolerant of different cultures, involve youth in decision making and program development, and foster personal relationships between students and staff are more likely to be violence free. Educational reform measures submitted to Congress by the Department of Education such as the Goals 2000: Educate America Act, Improving America's Schools Act (Elementary and Secondary Education Act reauthorization), and School To Work can facilitate the creation of positive environments for all students.

The federal government should encourage schools to take the following actions:

- o Provide students with adult role models.

Too many students are growing up without appropriate adult role models or adult supervision. Many of these youths end up involved in alcohol and drug use and delinquent behavior. For many of these students all that is needed is to ensure that they do not get involved in these behaviors is an adult to provide support and guidance. Mentoring programs do work. Information about mentoring programs should be developed and widely disseminated.

- o Involve students in the design and implementation of school-based programs that affect youth.

Federal policy should require the inclusion of youth on federally mandated advisory groups and policy boards that consider youth related programs. State and local governments should follow suit

and ensure that youth are made an integral part of all advisory boards and committees that deal with youth related issues.

- o Create flexible school structures to serve the needs of students and their families.

Research shows that strategies like smaller schools or "schools within schools" are likely to reduce alienation and promote bonding to schools. The federal government should encourage experimentation with nontraditional models of school organization, hours of operation, and instructional techniques. The federal government should assess the uses of communications technology, such as distance learning, as a means of enhancing these nontraditional approaches.

- o Provide alternative placements in lieu of expulsion for severely disruptive students.

Communities have a responsibility to provide an appropriate education for all youths in disciplined, secure atmosphere. The Department of Education should work with the Department of Justice to encourage the provision of appropriate educational environments for youths who have become involved with the juvenile justice system or others whose disciplinary infractions have caused them to be removed from school. Students should not be simply expelled. Expelling a student without regard to the educational well being of that student will only create added burden for the community and for the student.

5. **Improve data collection and information sharing at the federal, state, and local level.**

In order to effectively accomplish the systemic changes outlined above, data needs to be collected systemically at the local level and a stronger research component needs to be developed at the federal level.

- o Increase Federal support for research and program evaluation to develop a stronger knowledge base for school violence.

Generating a strong scientific knowledge base about the nature, extent, causes, and prevention of school violence is essential to the development of well-focused and effective interventions. A more sustained, substantial and cumulative research effort is needed to understand the problem, help develop better prevention and intervention strategies, and hence better use of resources. Because school violence is related to youth violence in general and various community problems, a coordinated Federal and multi-disciplinary research initiative is needed.

- o Identify program options to increased security and metal detectors.

Security and metal detectors are costly and of limited effectiveness. In the absence of information about more appropriate actions, however, many schools are spending large sums of money to install metal detectors and hire more security officers. Agencies conducting research on school security should immediately join with agencies conducting programs to develop alternative strategies to these costly mechanisms and disseminate the information to schools.

- o Devise a mechanism to quickly disseminate information about effective violence prevention programs to schools and other groups.

The federal government should examine methods of using technology such as on-line computerized databases to make information about effective strategies to prevent violence available 24 hours a day.

- o Expand the federal government's information collection effort.

The federal government should support a national survey on school violence. The last major survey on safe schools was conducted in 1977, and smaller-scale studies do not provide adequate information about school violence. This major study should be supplemented by the development of a permanent information collection mechanism that would provide national benchmarks by which to measure progress.

The federal government should examine the feasibility of establishing a federal requirement for the collection and dissemination of incident-based data at the local educational agency level. Public reporting of data can build support for violence prevention efforts. New York City's new chancellor has recently announced his intention to increase the quantity and frequency of information disseminated about New York's school violence problem.

The federal government should also enhance its efforts to collect and disseminate information about programs and strategies that are being employed to prevent violence. This action would help schools and communities take advantage of existing models to facilitate early development of their own programs.

- o State government should be encouraged to share information on youth offenders with school districts.

Virginia and California are examples of states which have

recently passed laws requiring information on youth offenders to be shared with schools. This provides schools with a better understanding of who they are dealing with and how best to deal with that individual. As a corollary, states should require reporting by local officials of all violent incidents occurring at schools.

- o Local educational agencies should collect information about the number and type of violent incidents as a precursor to developing prevention programs.

Enhanced data collection will enable schools to accurately assess their prevention needs and develop appropriate interventions.

- o Priority should be given to conducting additional practical research in the field of school violence prevention and linking the findings of such research to program development.

As we move forward with developing violence prevention programs, it is essential that those programs be based upon sound research and evaluations. (See Section IV for Research Agenda)

IV. DEVELOPING A RESEARCH AND DATA COLLECTION AGENDA

School-based violence is a developing field of research. Much of what is currently known about the roots of violent behavior is drawn from disciplines other than education. While much of this knowledge can provide a useful starting point, the design and implementation of effective prevention programs must proceed from rigorous investigation along several lines.

A. Research

1. Nature and consequences of violence
 - How common are different forms of violence in schools as reported by students and by school officials?
 - How much fear does violence provoke and what actions do students and staff take to cope with their fears?
 - In what ways and to what extent do violence and threats of violence affect learning?
2. School organization and school-community relations
 - What is the effect of school climate and organization on violent behavior by students?
 - How can schools best work with other community organizations and agencies to reduce school and community violence?
 - How can schools involve parents in programs to prevent youth violence?

- What are the effects of varied structure, programs, and practices of alternative schools on violent student behavior?
- 3. Curriculum content and delivery
 - What are the key components of a developmentally appropriate curriculum to address issues of violent behavior?
 - At what age should formal instruction begin?
 - How long should formal instruction last?
 - Which methods of instruction and course content foster long-term retention of information?
- 4. General considerations
 - What are the school and classroom factors that promote interpersonal resiliency and how can they be promoted?
 - Which strategies offer the most promise in dealing with issues such as weapons carrying, gang activity, and intruders in schools?
 - What are the differential effects of selected approaches among students in different ages, genders, races, and ethnic origins?
- 5. Staff development
 - What kinds of in-service training are needed by teachers and administrators to deal with school-related violence?
 - Who else in schools should be trained?
 - How can universities be encouraged to offer pre-service training in techniques of classroom management under violent or abusive circumstances?
 - What are the most cost-effective methods of providing training?
- 6. Research Strategies and Methods
 - How can rigorous scientific methodology be employed to generate more sophisticated approaches to sampling and study design?
 - How can statistical methods and measurement techniques be used to test intervention impact and to test hypotheses concerning causal factors in the development of school violence?
 - How can fundamental research on risk, protective and mediating factors inform hypotheses to be tested regarding interventions in school violence?

Some important principles that should guide research and development in the area of school violence and its prevention are included in Appendix 3.

B. Data On Violent Incidents.

In addition to the research topics detailed above, an expanded and improved data collection effort should be supported. The data currently being collected on the occurrence of violent incidents in schools is generally not comparable across localities or time and does not provide a comprehensive or consistent view of the problem. The federal government should work to: 1) develop a consensus definition of "school violence" and a set of indicators for surveillance purposes, and 2) recommend standardized procedures for collecting and reporting these data. This will facilitate the establishment of a coordinated national, state, and local school violence reporting system to monitor progress, and to help guide and evaluate prevention programs.

This data collection system should be acceptable to the schools and accurately reflect the nature and extent of school violence. Effort should be made to reward accurate and timely reporting of violence in schools, as many schools or districts fear that identification of the magnitude of the problem may discourage enrollment or attendance.

APPENDICES

1. Outreach Meeting Participation List
2. Additional school crime data
3. Goals 2000/Health People 2000 Objectives
4. Guiding principles for research effort
5. What we Know and Don't Know about school violence
6. Inventory of Federal violence-related research
7. Inventory of Federal violence prevention programs

Appendix One: Participation List for Outreach Meetings

OUTREACH MEETING OF THE INTERDEPARTMENTAL WORKING GROUP ON VIOLENCE PREVENTION SCHOOL VIOLENCE PREVENTION SUBGROUP December 7, 1993

<u>NAME/NUMBER</u>	<u>ORGANIZATION</u>	<u>PHONES</u>
Bill Modzeleski	Department Of Education	202-260-3954 202-260-7617
Lynne Glassman	National School Boards Association	703-838-6702 703-683-7590
Lovely Billups	American Federation of Teachers	202-879-4494 202-879-4537
ED Muir	United Federation of Teachers	212-598-9287 212-677-6612
Mary Cross	American Federation of Teachers	202-879-4452/202- 202-393-7481
Nina Strattner	N.Y.C.-Division of Health Services	718-935-3650 718-935-5589
Alan Borer	N.Y.C.-Division of Health Services	718-236-3336 718-331-1251
Zachary Tumin	N.Y.C. Division of School Safety	212-979-3300 212-979-3283
George Henderson	DOJ-CRS	301-492-5944 301-492-5984
Richard Lowry	CDC/Division of Adolescent School Health	404-488-5318 404-488-5972
David Stoff	NIMH	301-443-3728 301-443-4045
John Granfield	International Association of Chiefs of Police	703-836-6767 703-836-4543
Charles Higginbotham	International Association of Chiefs of Police	703-836-6767 693-836-4543
Jim Williams	National Education Assoc.	202-822-7575 202-822-7775

Isabelle Garcia	National Education Assoc.	202-822-7331 202-822-7741
Sibyll Carnochan	Council of Chief State School Officers	202-336-7036 202-408-8072
John T. MacDonald	Council of Chief State School Officers	202-336-7008 202-408-8072
Cliff Karchmer	Police Executive Forum	202-466-7820 202-466-7826
Judith Katz-Leavy	SAMHSA/Center for Mental Health Services	301-443-1333 301-443-0541
Jerry M. Whitlock	Office of Postsecondary Education/Dept ED	202-708-9069 202-708-9107
LeRoy Rooker	Family Policy Compliance Office/Dept. ED	202-732-1807 202-732-1843
Beverly Hardy	Office of Public Housing Dept. of HUD	202-708-4214 202-708-0690
Arnold Fege	National PTA	202-331-1380 202-331-1406
Adele Robinson	NASBE	703-684-4000 703-836-2313
Robert Rubel	National Alliance for Schools/National Assoc. School Safety Officers	301-907-7888 301-965-7414
Michael Casserly	Council of Great City Schools	202-393-2427 202-393-2400
Jeff Burnett	NAIS	202-973-9714 202-973-9790
Margaret Goldsborough	NAIS	202-973-9716 202-973-9790

INTERDEPARTMENTAL WORKING GROUP ON VIOLENCE
SCHOOL VIOLENCE SUBGROUP
OUTREACH MEETING
December 1, 1993

<u>NAME</u>	<u>ORGANIZATION</u>	<u>PHONE</u>
Bill Modzeleski	Department of Education	202-401-3030
Richard Washington	Ballou High School	202-767-7071
Glennis Powell	Eliot Junior High School	202-724-4665
George Henderson	Justice-CRS	301-492-5944
Douglas Dodge	Justice-OJJDP	202-307-5914
Oliver Moles	OERI/Dept. of Education	202-219-2211
Beverly Hardy	HUD	202-708-4214
Almo Carter	Urban Family Institute	202-939-3490
Kent Amos	Urban Family Institute	202-939-3490
LeRoy Rooker	ED/FPCS	202-732-1807
Mary Lou Leary	U.S. Attorney's Office	202-514-6922
Willie Stewart	Anacostia High School	202-767-7040
Deric Davis	Anacostia High School	202-767-7040
Bob St. Peter	DHHS	202-205-8180
Wyndell Watkins, Sr.	Metropolitan Police Dept.	202-724-1350
Nancy Ware	Mayor's Youth Initiatives Office	202-727-4970
Tracie Ransom	Jefferson Junior H.S.	202-724-4881
Chanese Brauer	Eliot Junior High School	202-724-4665
Kaila Gardon	Eliot Junior High School	202-724-4665
Tyrone Hriffy	Jefferson Junior H.S.	202-678-5153
David Stoff	NIMH/VTSRB	301-445-3728
s. White	Principal/Jefferson H.S.	

Appendix 2: Additional School Crime Data.

STUDENT VICTIMIZATION:

The University of Michigan conducts the only longitudinal survey related to school violence. The survey which is conducted as part of their survey on alcohol and drug use (Monitoring the Future) measures threats and injuries to high school seniors. Data collected over the past seven years indicates that threats and injuries to high school seniors and theft and vandalism of their property have remained relatively stable over the past seven years.

	<u>1980</u>	<u>1985</u>	<u>1990</u>	<u>1991</u>	<u>1992</u>
Threatened with a weapon	11%	15%	13%	16%	14%
Threatened without a weapon	19%	26%	25%	26%	25%
Theft of student's property	34%	39%	42%	42%	37%
Injured with a weapon	5%	6%	6%	7%	5%
Injured without a weapon	11%	14%	14%	15%	13%
Vandalism/ students property	25%	27%	29%	28%	26%

SAMPLE OF STATE AND LOCAL DATA:

Data collected from state-wide surveys portray a different picture. They indicate that school-related crime and violence has increased.

--The number of reported incidents of crime and violence reported by public schools increased from 46,088 to 61,842 from academic year 1990-1991 to 1991-1992. (Statewide Survey, Florida Education Coalition, 1992).

--School officials in South Carolina reported 2,991 incidents of school crime in the 1991-1992 school year. This included 540 incidents involving weapons possession, 512 incidents of vandalism, 447 incidents of burglary, and 300 incidents of aggravated assault. (South Carolina Department of Education, Education Information Services Report Series, January 1993).

--There were 11,093 reports of vandalism, 1,214 cases of substance abuse, and 9,603 incidents of violence, an increase of 2,273 from the previous year.

--A report of drugs and violence in Virginia schools showed that in the 1991-1992 school year there were approximately 20,000 incidents of battery, and over 1,800 weapons seized. (Preliminary Report on Acts of Violence and Substance Abuse, 1991-1992)

--In the 1992-93 school year in Washington DC schools there were 3,072 violent incidents, up from the previous years 2,436. The number of suspensions stemming from those incidents rose to 1,917 up 10% from 1,747 the year before. Incidents involving physical violence or threats jumped by 200 from the previous year, as did charges of disobedience. Violations of drug and alcohol rules jumped 50% to 58 incidents. There were 18 sexual assaults on school grounds, up from 11 the year before. The number of reported gun incidents dropped to 19, fewer than half the number in the year before.

--The number of serious incidents in New York City schools--including assault, robbery, sex offenses, controlled substance, homicide, and weapon possession-- increased significantly from the 1990-91 school year when there were 3755, to the 1991-92 school year, when there were 4955. A longer view of the data shows that crime fluctuated over the past decade from a high of 5,233 in 1983-84 to a low of 3,528 in 1986-87. Weapons possession offenses were highest in 1992 (2416) and lowest in 1986 (1487). (Report of the Chancellor's Advisory Panel on School Safety, March 1993).

--The City of Philadelphia reported approximately 700 weapons seized, 250 incidents of aggravated assault, 184 incidents of burglary, 3 shootings, 5 stabbings, and 155 sex offenses. (School District of Philadelphia, Security Operations Incident Reports, 1992-1993 School Year).

--Fairfax County schools, the number of gun incidents climbed to 42, 10 more than the year before. Half of the weapons found were BB guns or starter pistols, the number of actual firearms seized was about 21. (Washington Post September 11, 1993)

(THE DATA CITED ABOVE IS CITED FOR ILLUSTRATIVE PURPOSES ONLY. NONE OF IT SHOULD BE CITED.)


Youth Development

3/11/94

**Interagency Working Group on Violence
Youth Development Final Draft**

I. Overview

In 1992, there were approximately 41 million young people between the ages of 14 and 24 in the United States. (U.S. Bureau of the Census, Population Projections, July 1992) In 1990 there were about 20 million young adolescents between the ages of 10 and 15. About 68% of young adolescents are non-Hispanic white, the remaining 32% are African-American (15%), Hispanic (12%), Asian/Pacific Islander (3%) and American Indian, Eskimo and Aleut (1%). By the year 2000, the number of young adolescents is expected to exceed 23 million, and its ethnic composition will change to approximately 66% non-Hispanic white and 34% other racial and ethnic groups. (U.S. Bureau of the Census 1990, cited in Carnegie Corporation, A Matter of Time: Risk and Opportunity in the Non-School Hours, 1992)

Most adolescents are on a healthy path towards productive adult lives. There is evidence, however, that 25% of adolescents are at significant risk of veering off that path because they engage in numerous behaviors with negative consequences, such as alcohol or other drug abuse, unprotected sexual activity, delinquency or violence. Another 25% of adolescents are at moderate risk because they engage in fewer of these behaviors. (Joy Dryfoos, Adolescents at Risk, Oxford University Press, 1989)

Deteriorating Neighborhoods and Limited Opportunities

Over the last 20 years, structural changes in the U.S. economy have combined with increases in the number of single-parent households over the last 20 years to cause a significant deterioration in the economic position of adolescents. While this decline affects youth of all races, sexes and levels of education, it is particularly acute for youth without a high school diploma and high school graduates who have not obtained a four-year college degree. (National Research Council, National Academy of Sciences, Losing Generations: Adolescents in High Risk Settings, 1993)

The statistics tell a dramatic story. The proportion of young adolescents (ages 10-15) who live in poverty rose from 14% in 1969 to 16% in 1978 to 20% in 1990. (Children's Defense Fund, 1991, cited in Carnegie) About 3 million young people between the ages of 10 to 18 and almost 1.2 million mothers younger than 26 (including 40,000 younger than 18) currently receive AFDC. (Children's Defense Fund, The Adolescent and Young Adult Fact Book, 1991) About one in four of the 30% of all adolescents in rural areas live in poverty, (Carnegie) and about 4 million of

the country's poor youth live in public and assisted housing projects (Pat Arnaudo, HUD). While children in single-parent families are most likely to be poor, many two-parent families have experienced a decline in their standard of living. Without the income provided by women entering the workforce and increasing the number of hours they work, incomes for 60% of two-parent families would have been lower in 1989 than in 1979. (National Research Council)

The number of poor neighborhoods has increased over the last decade. The incidence of neighborhoods in which at least 20% of families are poor has increased from 34% to 39% of cities' census tracts. During the same period, the proportion of extremely poor neighborhoods -- those with a poverty rate of 40% or more -- increased from approximately 10% to 14% of city census tracts. (William Julius Wilson, *The Truly Disadvantaged*, 1989)

The increase in poor neighborhoods is linked to a contraction of legitimate employment opportunities for youth. The shift to a service-oriented and high-technology economy and the loss of manufacturing jobs in central cities has reduced the number of job opportunities. These developments explain the loss of average real earnings for young adults between 1979 and 1988.

The increasingly limited economic opportunities for adolescents are also reflected in changes in the youth unemployment rate and the proportion of youth who are living at home with their parents. In 1991, about 15% of teenagers and 8%-9% of young adults in the labor force were officially unemployed. (Children's Defense Fund) Employment rates among African-American and other non-white youth ages 16-17 declined from 40% in 1954 to 15% in 1992. For African-American and other non-white youth ages 18-19, the employment rate dropped from 67% in 1954 to 34% in 1992.

Inability to find high-paying jobs without a college degree or specialized skills has made more adolescents dependent on their families longer. Over the past 15 years, the percentage of young people living with their families rose steadily to 54% at age 24 and 30% at age 29. (National Research Council)

For some youth who cannot rely on their families for economic support, lack education, and face discrimination in the job market, crime can appear to serve as a rational alternative to legitimate employment. The research suggests that some young men with few skills and limited legal work opportunities can earn up to 2 to 4 times as much in criminal activities than they are likely to earn in entry-level jobs. (National Research Council)

The significant increase over the last 20 years in the number of single-parent families is another reason for the large number of adolescents living in poverty. About one-half of all marriages now end in divorce, which is twice the divorce rate in 1960.

Approximately 25% of all births are to unmarried women. As a result, about 25% of all children live with only one parent, which represents a doubling of the rate since 1970. About 50% of all children will live in a single-parent home before they reach the age of 18 and will spend an average of 6 years with a single parent. (National Research Council)

Adolescent girls are becoming single parents in increasing numbers. While births to unmarried women made up only 15% of all births to adolescents in 1960, and 30% in 1970, by 1989 more than 67% of teen mothers were unmarried. (National Research Council) Families headed by a single parent, adolescent or not, are more likely to be poor. Poverty rates are almost six times higher for single-parent families than for two-parent families. About 87% of single parents are women. (National Research Council)

The growth in the number of youth living in non-traditional families, or without families at all, is significant. Drug abuse, sexual or physical abuse, and neglect have resulted in an increasing number of youth living in non-traditional arrangements, such as with non-parent relatives, in foster homes, in shelters or on the street. The total number of children in foster care rose from 273,500 in 1986 to 429,000 in 1991 (GAO, Foster Care: Federal Policy on the Title IV-E Share of Training Costs, November 3, 1993).] There are approximately 1.3 million youth today who are runaways or homeless, because their families have been evicted, their parents have pushed them out of the home, or abusive situations have made it impossible for youth to stay. Most of these youth live in shelters or on the street. These youth come from all socioeconomic strata and are at highest risk for involvement in violence and other risky behaviors like drug use and prostitution. (USDHHS, Administration for Children and Families, Runaway and Homeless Youth Program: Fiscal Year 1993 Final Priorities, Federal Register, May 18, 1993)

How Youth Spend Their Time

A 1992 study conducted by the Carnegie Corporation determined that 40% of the time adolescents are awake is discretionary time not taken up by school, homework, chores, meals or employment. It also found that many adolescents spend almost all of this time without adult companionship or supervision but alone, with peers, or with adults who may serve as negative or exploitive influences. (Carnegie) A recent study found that 27% of eighth graders spent two or more hours alone after school, and that low-income youth were more likely than higher income youth to be home alone for three or more hours. (U.S. Department of Education, Office of Educational Research and Improvement, National Center for Education Statistics, National Education Longitudinal Study of 1988: A Profile of the American Eighth Grader, 1990, cited in Carnegie)

In recent years, the infrastructure of America's low-income rural and urban communities has declined. Public schools in many areas have deteriorated and the quality of public education has fallen, city parks and recreation centers are in disrepair, and financial support for youth facilities and programs has decreased. (Carnegie) Thus, concentrated high risk environments for youth have formed.

While all young people can benefit from community supports, positive alternatives are especially important for youth who are not in school or who are at risk of dropping out. Approximately one quarter of all urban schools have dropout rates of around 50%. Dropouts are more likely to be from poor families and single parent households, have parents who are not heavily involved in their lives, and live in urban areas. Dropouts are also more likely to have a handicapping condition, engage in delinquent behavior, be retained in grade and truant from school, be pregnant or a parent, have poor grades, and work more than 15 hours a week. While dropout prevention programs have traditionally been geared to high school students, there is now a movement to begin dropout prevention programs in middle school or before. (National Research Council)

The importance of dropout prevention efforts is made clear from the fact that about one in three of the 400,000 young people who dropped out of high school between October 1989 and October 1990 were unemployed in 1991. Every year, high school dropouts "cost" this country approximately \$340 billion in lost productivity and tax revenue. That amount is 50% more than the United States' year expenditure on public and private education from preschool to postsecondary levels. It does not include the cost of welfare benefits that will be required for some dropouts, or the cost of prison for others. (Children's Defense Fund)

In addition to school dropouts, youth who are neither enrolled in school, employed, or serving in the military are need social supports and positive activities to prevent their involvement in risky behaviors. The research concerning these youth describes them in terms of labor market inactivity. A 1990 study showed that high inactivity rates begin soon after high school: after graduation 19.5% of African-Americans, 14.3% of Hispanics, and 32% of whites were not working or in school, and two years later 50% of African-Americans, 42% of Hispanics and 32% of whites who had been inactive remained inactive. (R.M. Fernandez, Structural Factors in Hispanic Youth Employment, 1990, cited in National Research Council)

Involvement in High Risk Behavior

The average young person is resilient enough to cope with the stressful transitions typical of adolescence. These include first sexual experiences and relationships, school transitions,

peer group pressures, changing relationships with parents, and defining identity. Youth in this age group must cope with the pressure of making decisions, often with considerable peer pressure, about illegal drugs, alcohol, smoking, and driving while intoxicated. Some also face parental divorce or separation, poverty, physical or sexual abuse, or discrimination at school or work. However, it is reassuring to note that only between 10 and 20% of adolescents--the same proportion as adults--exhibit severe emotional disturbance. (Stuart T. Hauser and Mary Kay Bowlds, "Stress, Coping and Adaptation," in At the Threshold: The Developing Adolescent, S. Shirley Feldman and Glen R. Elliott, eds., Harvard University Press, 1990).

A large number of adolescents engage in alcohol and other drug use, unprotected sexual activity and use of cigarettes. According to a 1991 National Institute on Drug Abuse survey of high school seniors, one-third of seniors reported having drunk at least five drinks in a row at least once during a 2-week period, 17% reported monthly use of marijuana, and about 19% reported smoking cigarettes on a daily basis. (Johnston and Bachman, Monitoring the Future: The National High School Senior Survey, 1992) About one-half of all sexually active teenagers have unprotected sexual intercourse, and about 2.5 million adolescents contract a sexually transmitted disease each year. (National Research Council) AIDS is the fast growing cause of death among young adults, and those most at risk of contracting it are runaways, those involved in prostitution, intravenous drug users, incarcerated youth, and those with homosexual experiences. (National Research Council)

The use of alcohol and other drugs is risky, especially because of its links to violent behavior. Alcohol is believed to lower inhibitions and is a factor in at least 55% of all fights and assaults in the home. In about 65% of all homicides, the perpetrator, victim, or both had been drinking. (American Psychological Association, Violence and Youth: Psychology's Response, Volume I: Summary Report of the American Psychological Association Commission on Violence and Youth, 1993) In addition, drugs that are addictive and expensive, such as heroin and cocaine, are linked to violent behavior. In 1984, the National Institute on Drug Abuse estimated that at least 10% of homicides occur during drug sales. Youth involved in the sale of drugs are at greater risk of becoming involved in violent acts. (American Psychological Association)

Despite concern about adolescent involvement in risky behavior, there is a difference between normal experimentation and enduring patterns. Experimentation with the use of alcohol, drugs and tobacco, sexual activity, and juvenile delinquency is widespread during adolescence. (Dryfoos; Terri Moffitt, "Adolescence-Limited and Life Course-Persistent Antisocial Behavior: A Developmental Taxonomy," Psychological Review, Vol. 100, No. 4,

1993) There has emerged a consensus in the research literature that problem behavior among adolescents are interrelated, so that many who engage in one type will also engage in others. (Dryfoos; National Research Council; Martha Burt, Gary Resnick, and Nancy Matheson, Comprehensive Service Integration Programs for At-Risk Youth, for the U.S. Department of Health and Human Services, 1992; D.W. Osgood, "Covariation of Risk Behaviors During Adolescence." Background paper for U.S. Office of Technology Assessment Study on Adolescent Health, U.S. Congress, 1989)

Determining those at highest risk of engaging in problem behaviors is complex and requires an understanding of the interplay between individual characteristics and environment. One group of researchers suggests that early indications of risk can be found in "risk markers"--such as involvement with the child welfare system. (Burt, Resnick and Matheson) This approach implies that environments can be viewed as "high risk" and vulnerable youth described as "youth in high risk situations." High risk environments can include the family, school, neighborhood, or larger community.

It is also possible to identify some youth who are inherently at risk of negative outcomes. Children who have suffered prenatal drug or alcohol exposure, exposure to parents who use alcohol or drugs, and physical or sexual abuse at young ages are examples of those who are "at risk" of negative outcomes. Sometimes intensive interventions or positive environmental influences can ameliorate the effects of early damage and enable the child to avoid later problems. Negative interventions or influences could have the opposite effect. (Doreen Koretz, National Institute of Mental Health, USDHHS)

Involvement in Violence

Young people are at risk of involvement in violence as participants, victims and witnesses; youth who live in low-income areas are at greater risk. Adolescents are 2 1/2 times more likely to be victims of violent crimes than those over age 20. (American Psychological Association) According to the Centers for Disease Control (CDC), the three leading causes of death for all youth ages 15-24 are unintentional injuries, homicide, and suicide. While homicide is the second leading cause of death for youth in this age group, it is the leading cause of death for African-American males and female of this age. (USDHHS, Centers for Disease Control, Youth Risk Behavior Survey, 1990) Rates of suicide for adolescents have almost tripled since 1960 and are now second only to the rates for persons over 65. More than 5,000 adolescents kill themselves each year, and approximately 400,000 attempt suicide. (National Research Council)

Firearms play a key role in the injury and death. CDC reports that guns are involved in about 75% of the killings by African-

American youth. (American Psychological Association) Between 1979 and 1989, there was a 61% increase in homicides by shootings by 15-19-year-old white and African-American youth. During the same period, the rate of homicides by objects other than guns declined 29%. (American Psychological Association) In 1987, firearms were involved in 68% of all murders of adolescents and 83% of all adolescent suicides. (National Research Council) In 1989, 80% of the homicide victims aged 10-19 years old were killed with guns. (Vital Statistics of the United States 1989, Vol. 2, Mortality, Part A, National Center for Health Statistics, 1992, cited in Daniel Webster, Patricia Gainer and Howard Champion, "Weapon Carrying among Inner-City Junior High School Students: Defensive Behavior vs. Aggressive Delinquency," American Journal of Public Health, Vol. 83, No. 11, November 1993)

Guns are available to adolescents both at school and at home. The 1991 National Youth Risk Behavior Survey (YRBS) conducted by CDC revealed that 20% of high school students (32% males, 8% females) reported carrying a weapon at least once during the past 30 days. In a 1993 Harris poll, 59% of the students surveyed said firearms were "easily obtainable" and 35% said that it would take them less than one hour to acquire a firearm. Approximately 50% of American households have guns, and half of these are handguns. (American Psychological Association) A recent study indicates that keeping a firearm in the home almost triples the chances that someone will be killed on the premises. (New England Journal of Medicine)

A small proportion of youth join gangs, and the absolute amount of violence committed by gang members is relatively small. Gang involvement is a concern, however, because of the increase in the amount and severity of gang violence during the past two decades. In addition, homicide and aggravated assault are three times more likely to be committed by gang members than by delinquents. (American Psychological Association)

Youths join gangs for a number of reasons, including the desire for connection, belonging, self-esteem, and self-definition. They also join to find friendship, pride, an identity separate from their families, status, excitement, and acceptance. All of these are normal developmental needs for adolescents. (American Psychological Association) While male gang members outnumber female gang members by 20 to 1, female involvement in gang violence is believed to be increasing. (American Psychological Association)

Adolescents who are not gang members may engage in less serious forms of violent activity, such as physical fighting with their peers. The YRBS reported that 8% of students surveyed had been in at least one physical fight that resulted in an injury requiring treatment by a doctor or nurse in the past 30 days.

(USDHHS, CDC, Youth Risk Behavior Survey, 1990)

Violence has psychological effects on young people, even if they are not the victims of the violent act. A recent survey of first and second graders in Washington, D.C. found that 45% of the children had witnessed muggings, 31% had witnessed shootings, and 39% had seen dead bodies. (American Psychological Association) Posttraumatic stress has been observed among children who witness violent acts. This syndrome includes sleep difficulties, anxiety, loss of interest in significant activities, and attention difficulties among its effects. (American Psychological Association) While there is no accurate measure of the number psychologically affected by violence, the proportion of children who received professional psychological help increased by 50% from 1981 to 1988. (American Psychological Association)

Paths to Violent Behavior

Factors affecting a child's engagement in violent behavior as a youth or young adult include childrearing conditions, emotional and cognitive development, sex role socialization, peer relationships, poverty, and media influences. According to the American Psychological Association, however, the strongest predictor of a child's involvement in violence is a history of previous violence, whether as a participant, victim or witness.

Research on antisocial behavior indicates that, while the tendency of an individual to exhibit aggressive and antisocial behaviors shows a great deal of continuity over time, the prevalence of antisocial behavior temporarily increases almost tenfold during adolescence. (Doreen Koretz, National Institute of Mental Health, USDHHS; Moffitt) One researcher describes two distinct pathways to youth aggression and antisocial pathways that account for these seemingly incompatible facts. (Moffitt)

The first path, which involves a small group of children (between 4% and 9% of the population), begins early in life and persists over time. These children have serious motor and cognitive problems, poor impulse control, and exhibit problem behaviors before age 3, especially in high risk environments. They may begin life in very high risk environments and with physical damage due to a variety of factors such as poor prenatal nutrition, lead exposure, and maternal alcohol or drug abuse. They may also have difficult temperaments, making it difficult for caretakers to provide positive and loving care. A wide variety of risk factors may also contribute to parenting problems that lead to increasingly antisocial behavior by the young child. In turn, the child's acting out behaviors contribute to school failure and rejection by peers. The early adolescent who lacks positive bonds to family, school and prosocial peers may associate with antisocial peers. Behavior problems then increase in range, rate and seriousness, and associated problems including

alcohol and other drug abuse emerge. (Koretz; Moffitt)

The second path involves a much larger group of children who are antisocial only during adolescence. These children may mimic the behavior of the first group in order to achieve status, power, and privilege. For this group, adolescent acting out can be considered normative rather than deviant. Youth may cease engaging in this behavior when legitimate adult roles become available and the consequences of crime become too costly in terms of their futures. (Koretz; Moffitt)

Although both paths contribute to the prevalence of aggressive and antisocial behavior in adolescence, different prevention strategies are suggested. For the persistent, early starting group, sustained and coordinated interventions involving family, school, and peer group may be necessary to deal with the multitude of risk factors which they face. For the group beginning this behavior in adolescence, interventions may need to focus on providing opportunities for positive adult roles, such as mentoring, job skills training, and job placement. The effects of discrimination may be particularly damaging for the latter group. (Koretz)

II. Programs and Policies

There is no coherent Federal "youth policy". Federal programs addressing the needs of youth tend to be fragmented, housed within several different Federal departments and multiple offices within those Departments. Furthermore, most programs are **designed** to combat specific youth problems, rather than to prevent problems from occurring, improve the environments in which youth live and foster the overall positive development of youth. The majority of Federal dollars currently devoted to youth are spent on their incarceration.

Most people who work with youth directly agree that the categorical punitive, and crisis-oriented approach to youth policy has proven ineffective. A new, preventive approach that requires collaboration and coordination among existing Federal, State and local programs to provide comprehensive services and positive alternative activities for youth is needed. This approach would improve the environments in which youth live in addition to addressing their individual behavior. It will involve youth in the design and implementation of youth-serving programs. It will also require a significant amount of coordination between the public and private sectors. The development of youth policy must become the responsibility of all sectors of our society.

Promising Strategies

Discussions with representatives from youth programs,

foundations, research institutions and universities, and the experience of Federal policy analysts and program planners have indicated that there are a number

- **Involving youth in the formation and development of policy and programs to focus on their strengths, address their needs and reduce their involvement in violence.** We have begun to understand the great sense of alienation and disconnection that many youth (particularly those in high-risk areas) feel from their own communities in particular and society in general. Youth have indicated through their behavior and in their discussions with those in the field their need for opportunities to establish their self worth and receive affirmation of their importance to society. A number of successful programs have been able to use youth in the development and implementation of programs.

New York City's YOUTHLINE is a toll-free confidential hotline available 24 hours a day, every day, staffed entirely by trained and employed young people working under the supervision of experienced professionals. YOUTHLINE provides an outlet for young people to talk with their peers about their concerns and fears. In addition, with the assistance of a geographic-based computer system and an extensive database, YOUTHLINE is able to provide callers with detailed information about youth-related programs and services located as close as a block or two from their homes. The information is obtained by youth who live in the community.

- **Developing, enhancing and promoting youth competence (in skills development), connection to their families, communities and society at large and fostering their ability to make positive contributions.** The lack of self-esteem among many youth and the lack of a clear place and role in the community and society are seen as major factors contributing to the alienation of youth in society. Many programs attribute their success to the fact that they help youth to see and understand their own value in relation to others and to the fact that programs convey a sense of respect and pride in the positive contributions that youth can make.

The Teens as Resources Against Drugs (TARAD) program was created as a demonstration program by the National Crime Prevention Council, a nonprofit organization designed to enable people to prevent crime and build safe, caring communities. TARAD is funded by the Bureau of Justice Assistance in the U. S. Department of Justice to provide funds and technical assistance to three sites (New York City, Evansville, Indiana and communities in South Carolina) to demonstrate how

youth can be used to assist their communities in the fight against drug abuse. TARAD offers the opportunity to select a community drug prevention issue or situation, decide on action to address it, and obtain funds to implement the strategy. More than 3,000 youths developed nearly 100 projects in less than two years. Projects, on average, cost less than \$900 each and included the development of murals with anti-drug messages on corners formerly frequented by dealers, the development of teen helpers in elementary school, and community health fairs.

In the San Francisco Bay area of California, public libraries have involved youth in developing outreach programs. The San Lorenzo Branch Library of the Alameda County System sponsored youth forums on topics that teens identified as major needs (including jobs and job skills, multicultural relations, health and sexuality) and formed a teen advisory council to suggest ideas about materials the library should acquire for its collection.

- **Intervening early in the lives of youth and providing sustained and involved contact with them over a long period of time.** Programs that reach youth early and follow them into adulthood provide youth a stable force in their lives and give them a sense that the programs and their are invested in their growth and development.

The Futures Program of the Countee Cullen Beacon program, located in Central Harlem, New York, works with a small group of youths ages 11 -13 to provide job readiness and entrepreneurial training, computer programming, and sexuality awareness workshops. These services will be available to these young people through college.

- **Responding in a way that treats youth as individuals, rather than treating them as a monolithic group.** Programs and policies must understand, acknowledge, and respect the diversity among youth, and foster an acceptance for diversity in youth, their families, the community and greater society. Youth need to feel acceptance from many important sources as they struggle to explore issues about their own identity and to accept themselves. Programs must also acknowledge the many stressors that youth feel (including institutionalized racism and discrimination against youth of color, gay, lesbian and bisexual youth, and runaway and homeless youth).

This is a characteristic of all successful youth-serving programs.

- **Empowering community leaders and institutions to play a more**

active role in guiding and assisting youth. This fosters communities' ability to develop safe and acceptable recreational and leisure time activities for youth as well as connecting the community and its institutions to youth development. Community empowerment strategies that include methods of economically empowering communities are particularly effective, as they provide youth with the opportunity to acquire skills that will allow them to function within and contribute to the economies of their community and their nation. These also provide a socially acceptable alternative to involvement in gangs and drugs as a means of meeting youths' economic and social needs.

Texas City Action Plan to Prevent Crime (T-CAP) engaged seven of the most populous cities of Texas in producing long and short term comprehensive crime prevention action plans. In each city T-CAP aimed to create a comprehensive, citywide crime prevention plan spurred by the leadership of the mayor and grounded in a diverse citizens' coalition. The process was designed to include an assessment of city needs; development of both long- and short-term goals; use of task forces to involve residents and draw on specialized expertise; a process of official approval; and a specific blueprint for implementation. T-CAP's objective was to provide a blueprint help communities and neighborhoods reclaim themselves. Participating cities include San Antonio, Fort Worth, Houston, Dallas, Arlington and Corpus Christi. T-CAP is an initiative of the National Crime Prevention Council and is funded by the Bureau of Justice Assistance in the U.S. Department of Justice.

- **Supporting families of youth and involvement of family members in programs that respond to youth issues.** Programs that have been successful have indicated the great need to involve family members of youth in intervention and the great need for families to feel supported within their communities. Although, mentor programs have proven successful in providing youth with positive adult involvement, youth and program professionals have indicated that parents and other family members remain the most influential persons in the lives of most youth. Strategies that foster familial support and involvement in youth lives are extremely important.

The Runaway and Homeless Youth Basic Center model, for instance, follows this family support approach. While specifically addressing the needs of runaway and homeless youth, these centers have as their primary goal the effort to help families to succeed together.

The Challengers Boys and Girls Club of South-Central Los

Angeles provides another example of active and positive family involvement. More than 200 parents are involved in club activities every month, teaching arts and crafts skills, photography, sports and computer literacy or providing after school transportation and support services. On any given day 25 to 40 parents, grandparents, foster parents on-site at the club, so that youth can seek them out for discussion or guidance.

- **Connecting youth services to existing institutions; particularly educational institutions. Improving the connection between youth and educational institutions enhances the ability of these institutions to provide comprehensive and responsive services to youth.** Strengthening the learning environment is key to youth development, as educational institutions provide youth with the skills they need to become productive adults and provide them with a forum to explore social and emotional issues in a neutral and non-threatening environment.

The High Risk Youth Program of CSAP incorporates conflict resolution strategies into their programs that are often located within educational settings. These programs are culturally sensitive and offer developmentally appropriate activities that have been used with children as young as kindergarten age.

- **Viewing youth development, violence and crime prevention as a community wide strategy.** Linking law enforcement, social services and community policing together to ensure that youth developmental needs and community safety needs are attended to simultaneously have proven to be an effective method of bringing the community together on behalf of youth.

The Youth Gang Drug Prevention program, administered by the Administration for Children and Families, funds community based consortia which organize public and private community-based organizations in an effort to address the issues of gang involvement, violence and drug use. Their strategy is to allow the community to identify problems and plan and implement solutions to those problems.

Operation Weed and Seed is a multi-agency strategy headed by the Department of Justice designed to first "weed out" violent crime, gang activity, drug use, and drug trafficking in targeted high-crime neighborhoods and then to "seed" the target areas by restoring these neighborhoods through social and economic revitalization. The Weed and Seed strategy recognizes the importance of linking and integrating Federal, State, and local law enforcement and criminal justice efforts with Federal, State, and local social

services and private sector and community efforts to maximize the impact of existing programs and resources. It also recognizes the paramount importance of community involvement and empowerment. The United States Attorneys coordinate Federal involvement and funding with assistance from the Office of Justice Programs, the Departments of Health and Human Services, Housing and Urban Development, Labor, Education, Transportation, Agriculture, and Commerce and the Small Business Administration.

- **Fostering community and systemwide collaboration for the development of policy, strategies and the integration of services to respond comprehensively to youth needs.** Responding in a categorical, piecemeal way to youth problems has proven unsuccessful in curbing violence and/or meeting the real life needs of youth.

A program in Texas, San Antonio Fighting Back, is a comprehensive drug and crime prevention and community development program. The goal of the program is to establish a continuum of care to effectively address alcohol and other drug abuse through a comprehensive prevention, intervention, treatment and relapse prevention program. By consolidating resources and creating a single community-wide system of prevention, early identification, treatment and aftercare, the program **seeks** to achieve a reduction in the demand for and illegal use of alcohol and other drugs and, in so doing, to decrease violence .

New York City's Rheedlen Centers for Children and Families provide a variety of social, educational, cultural and employment programs and services that seek to involve the entire community in revitalizing the city's most devastated neighborhoods. Its programs include offering youth help with homework, opportunities for participation in sports and the arts, job readiness and employment training as well as family support and family preservation services for families in crisis.

III. Suggested Remedies

RECOMMENDATIONS

Factors influencing youth behavior are powerful, often long-term and pervasive. To be most effective, interventions should have similar characteristics. Efforts to change the environment should be concentrated and focused in intensity and geography to change daily experiences, decisions and behaviors. The goal of interventions should be to address the emotional, recreational, academic, mental and physical health and vocational needs of

youth and their families living in the targeted neighborhood or community.

To develop into productive, contributing members of society, young people need to be viewed as valued members of that society. Consequently, Federal, State and local governments, as well as youth-serving organizations, businesses and foundations, will have to make some fundamental shifts in the way that they view adolescents and address their needs.

Several actions can be taken to support American youth and prevent their involvement in violence. Among these actions are the recommendations of the other subgroups, particularly the subgroups on media violence, schools and firearms. Other steps include:

1. Establish a National Youth Policy.

The United States does not have a national youth policy. Youth issues are addressed on a "program by program" basis and many youth programs view youth as problems rather than people with talents and assets to be developed. The lack of a coherent policy that addresses the needs of adolescents in a comprehensive fashion has resulted in ineffective youth programs and policies.

If youth programs are to be effective, a comprehensive youth development policy must be developed. Such a policy should view all young people as resources to be developed and encourage communities to take responsibility for their youth by building on the inherent strengths of each young person. The policy should be designed to help youth build the skills and develop the healthy attitudes they will need to become productive and caring adults. It should recognize that all youth need the support of parents, communities and schools, and that youth functioning in high-risk environments need additional support. Additionally, a national youth policy should challenge all youth to take responsibility for their actions and the actions of their peers and to serve their communities.

First, the Federal Government should work with State and local governments and the private sector to bring national attention to adolescence as a critical time in children's development and to the need for a coherent youth policy based on the principles outlined earlier in this paper. Second, the Federal Government should facilitate the development of youth development initiatives at the Federal, State and local level -- including the public and the private for-profit and not-for-profit sectors -- that emphasize prevention rather than reaction and crisis response.

To support these efforts, the Federal Government can reallocate existing funds to programs that focus on prevention and on

meeting the developmental needs of youth in a comprehensive manner. It should also ensure that a significant portion of the resources for adolescents are targeted toward communities where youth are at highest risk.

2. Promote Youth Employment Opportunities.

Federal funds should be directed at providing support for a new youth community employment initiative to increase both short-term and long-term opportunities for youth and the employment rate for young adults in distressed communities. These new federal initiatives in high-poverty areas could include new funding for comprehensive youth employment development efforts such as school-to-work transitions, entrepreneurial businesses, community work improvement projects, sports and recreation programs, cultural activities, and other employment and training programs for youth and youth adults. These employment opportunities should provide young people with meaningful work experience and be fun.

3. Foster school reforms that are responsive to the changing needs of youth. Keep schools open after regular hours and on weekends, and offer programs for youth and their families.

Developing youth as resources for their communities while preventing them from engaging in violent behavior is contingent upon school reform. The challenge is to provide youth with the skills they need to function in society and simultaneously restructure schools so that they value youth and provide them with a safe and supportive learning environment. Reforms proposed by this Administration, such as the reauthorization of the Elementary and Secondary Education Act, Educate America: Goals 2000, the Safe Schools Act, and the School to Work Transition, are a starting place.

In addition, communities need to take steps to convert schools and other community centers into places where youth can gather for safe and enjoyable activities and obtain services -- such as health screenings and job counseling -- during the hours when they are neither in school or at work. Youth spend an enormous amount of time out of school, and that time should be spent in an environment free of violence, alcohol and other drugs, and other impediments to a positive life style. Programs like the Beacon Schools in New York City and the Safe Haven Program in Trenton, New Jersey are excellent examples of programs that locate health and social services in schools to reach youth attending after-school activities and their families.

The enhanced Social Service Block Grant funds provided by the Federal Community Enterprise Initiative could provide support for efforts to transform schools into community centers. More funds may be available through the "Community Schools Youth Services

and Supervision" program included in the Senate version of the crime bill.

4. Build youth into the design of youth programs.

Every community has resources. Youth and their families are potential resources in community efforts to eradicate crime and violence and provide meaningful activities for young people. Not all communities utilize the resources available to them, and too often youth are ignored or viewed as part of the problem rather than part of the solution.

The Federal Government should invest in the talents and capacities of youth by catalyzing public and private sector initiatives that build in high expectations, valuable roles and clear responsibilities for young people in the design and implementation, and where appropriate, delivery of youth programs. These programs should teach practical skills that young people can use to help others, themselves and their communities. Examples of such activities are peer counseling and mediation programs, in which youth resolve disputes among their peers and teach non-violent problem-solving techniques.

Federal, State and local governments can support youth-driven activities by providing applicants competing for youth program funds with additional "points" for plans to involve youth in program design, implementation or service delivery.

5. Involve youth, their families, and community stakeholders in community redevelopment efforts.

In highly distressed communities, the new Federal Community Enterprise Initiative could provide the catalyst for community redevelopment efforts. These efforts can include skills training, transportation services; job, housing and business counseling; and training and employment for disadvantaged youth and adults in construction, rehabilitation or improvement of affordable housing, public infrastructure, and community facilities. The Community Enterprise Initiative funds can also be used to support drug and alcohol prevention and treatment programs and programs to provide activities outside of school hours. All community redevelopment efforts should involve youth, their families, service providers, private and public agencies, and other community leaders in their design and implementation.

In addition to targeting its resources to the empowerment zones and enterprise communities designated by the Community Enterprise Initiative, the Department of Health and Human Services can work to improve opportunities for youth in low-income neighborhoods by coordinating its youth-serving programs in local communities with other multi-site initiatives such as DOL's new Youth Fair Chance program, DOJ's Weed and Seed program and HUD's Family Investment

Centers.

6. Challenge local communities to provide one million mentors for young people.

The Federal government should challenge local business and voluntary organizations to expand efforts to pair young people with adult role models. There are currently about 150,000 to 200,000 mentors around the country sponsored by organizations such as the Big Brothers and Big Sisters and smaller groups. There many more young people who could benefit from positive relationships with adults. This Administration should call on communities around the nation to put one million mentors to work with our nation's youth.

This effort would be a partnership between the government and communities. While mentors would be recruited, screened, trained, supervised, monitored, supported and provided with logistical assistance by businesses and community-based organizations, the Federal Government can provide support through grants from the mentoring program of the Office of Juvenile Justice and Delinquency Prevention in the Justice Department. Another source of support for these efforts is the provision in the Senate-passed crime bill that authorizes an Ounce of Prevention Council.

In addition to supporting the development of mentoring programs, Federal, State, local governments and private organizations should review and modify their personnel policies to encourage employees to serve as community volunteers with youth. Personnel policies could be modified to permit employees to volunteer several hours per week in youth-serving organizations and activities including schools. Employees could also be encouraged to visit and participate in activities sponsored by schools and day care facilities.

7. Establish a Federal interagency mechanism to coordinate the delivery of youth services and programs and promote comprehensive youth programs.

The design and development of effective youth development programs requires the coordination of many disparate programs and funding streams. Addressing the needs of youth means tying together programs from federal agencies such as Health and Human Services, Housing and Urban Development, Education, Labor, Justice and the Corporation for National and Community Service (which now includes ACTION). A formal mechanism is needed to facilitate the coordination of existing federal youth programs and promote an integrated, comprehensive and preventive approach to serving youth. The Ounce of Prevention Council, which is authorized in the Senate-passed version of the crime bill to bring these agencies together to plan prevention programs, would be the logical choice for such a coordinating body.

8. Establish a system to collect and disseminate information on model youth programs and policies at Federal, state, and local levels.

There are numerous innovative and effective violence prevention and youth development programs operating in every part of the country. Unfortunately, very little is known about these programs. In order to avoid "reinventing the wheel," information about these programs must be collected and disseminated to communities throughout the country. An example of the information that should be widely shared is an evaluation, recently launched by the Centers for Disease Control, of several programs designed to reduce interpersonal violence among high-risk youth. A potential starting point for developing such a system is the Department of Justice's current effort to link federal clearinghouses and databases to provide useful and easily accessible information to local communities.

9. Invest in well-planned, rigorous and longitudinal evaluations of intervention programs.

Currently, there is a great deal of research conducted on individual problems faced by youth, such as child abuse, suicide, alcohol and other drug use. Information on these issues is also collected, analyzed and disseminated on an individual, problem-by-problem basis. There is little research or data that describes the environments in which youth and their families live and the stress produced by living in deteriorating environments with few employment or safe recreation options. In order to serve youth most effectively, the research should begin to describe the context of youth behavior -- including peer groups, families and community settings -- rather than focusing exclusively on individual behaviors. It should also address a broad spectrum of areas associated with building healthy communities, such as economic opportunity, safety, recreational opportunities, health, and education.

IV. Research Agenda

The first principle of a youth development research agenda should be to move away from the "deficit model" that focuses on discrete problem behaviors, such as teen pregnancy, to a more comprehensive approach that describes experiences of youth in high risk situations who engage in negative behaviors. Research must describe youth in the context of peer group, family, neighborhood and community rather than individual behavior alone. Furthermore, we need to understand the adaptive and protective behaviors of youth in high stress environments and pay greater attention to positive developmental outcomes.

A research framework which considers the full contexts of youth development would:

- Identify the developmental needs of youth in general and within the context of distressed environments.
- Require attention to the interaction of risk factors and protective factors;
- Support studies that identify what needs are being met and which are not so that programs can identify appropriate and evaluable goals for youth ;
- Support long-term, longitudinal studies which examine processes of individual development and change, as well as change in communities and institutions; and
- Specify the most effective combination of community supports and opportunities necessary for youth to develop the skills and strengths they will need to become productive adults.

When developing any effort which aims for results large enough to be meaningful to both the individual and the community, attention must be paid to the circumstances in which youth live and grow. Efforts should address a broad spectrum of areas associated with a healthy community and healthy human development (e.g., economic opportunity, safety, health, education); therefore, research must allow understanding of the developmental needs of adolescents in relation to the environment.

Such a model for inquiry would move beyond measuring individual actions and circumstances to include obtaining data that illustrate the importance of positive developmental outcomes among youth. Rather than using research activities to focus simply on individual problem behaviors and the categorical funding streams by which most current programs are supported, this model would focus on the interaction of risk factors and normal processes of human development, positive adaptation and resilience among youth. Examples of areas for future research include:

- Availability of recreational and educational activities and employment opportunities;
- Existence of family and community supports;
- Developmental needs served by gang participation and other high risk behaviors;
- Cultural and ethnic characteristics as well as intergenerational influences on gang participation and other

high risk behaviors;

- Patterns of drug use and violent delinquency among youth to determine whether they are part of a single syndrome or whether there are developmental stages; and
- Correlation between family variables (e.g., parental supervision and/or involvement) and high risk behaviors to determine whether there is a concurrent or predictive relationship.

To be most effective, intervention efforts should consist of significant long-term investments. To insure the development and testing of new, high quality, scientifically-based prevention strategies, funding partnerships between service agencies and research institutes are needed. Since there are few credible evaluations of demonstrated intervention models, major investment in well-planned, rigorous evaluations is needed.

FAMILY VIOLENCE

FAMILY VIOLENCE

I. INTRODUCTION

We live in the most violent industrialized nation in the world. And, it appears that violence, like learning or charity, often begins at home. People of all ages, classes, or ethnic groups experience intimate violence. We know that infants, school-aged children, adolescents, adults, and the elderly may be abused. The perpetrators may be parents in the house or guardians, spouses or lovers, boyfriends, caretakers of the infirm, older children toward their siblings and parents, or teenagers and adults toward the elderly.

The term "family violence" in this paper is used as a general term to include several forms of intimate violence - child abuse, spouse abuse/domestic violence, and elder abuse. In addition, we include references to abuse between siblings, in dating relationships, and other non-familial personal relationships. However, we have not specifically addressed sexual assault, the subject of another paper in this report.

Violence takes many forms in families: physical abuse by hand, object, or weapon; threats of violence; sexual abuse including rape and incest; excessive domination and emotional control; severe neglect; and emotional abuse. Clearly, the concept of family violence refers to more than one phenomenon. It is, rather, a grouping of many actions grounded in different circumstances and causes.

Unfortunately, violence often is observed and experienced very early in life, particularly at the early developmental stages of children ages 0 -3. Many infants and young children are threatened, abused, or neglected. Millions of children witness parental abuse each year. The number of children who witness violence in their neighborhoods is not known, though we do know the problem is serious. There are dual dangers for children: personal victimization and becoming accustomed to violence, perhaps leading to taking on the role of aggressor. We know that many violent offenders were victims or witnesses of abuse as children.

While there is no way to completely shield children from violence, there are ways to protect, nurture and instill hope and trust in children. Families can provide the attention, love and safety necessary for children to grow and develop. This is particularly important for families with children ages zero to three. We know many families will need help to do this. In addition, parents, primarily mothers, also need protection and assistance to escape from abusive situations and establish violence free families.

Although our country may seem close to being overwhelmed by the epidemic of violence, it is clear that Americans are also resourceful, energetic, and capable of enormous efforts for the public good. This paper discusses promising programs around the country and recommends three broad strategies to address family violence.

II. SIZE AND SCOPE OF PROBLEM

It is difficult to estimate the true extent of violence between intimates because much of it takes place behind closed doors. Estimates have been made; some are based on population surveys and others on cases known to professionals or government agencies. All approaches have limitations. Rather than for family violence as a whole, estimates usually are for specific population groups, e.g., children, spouses, the elderly.

Yet we know that these divisions do not reflect the reality of the problem. For example, children in homes where the mother is abused are much more likely to be abused themselves. A controversial national household survey by Gelles and Straus found that fathers who abuse their wives are 4.5 times more likely to abuse their children than are fathers who are not abusive toward their wives.¹ Another study estimated that as many as one third of all males who beat their spouses also abuse their children.²

The relationship between spouse and child abuse is even more complicated. Mothers who are perpetrators of child abuse are themselves often the victims of violence. Mothers who are victims of physical abuse at the hands of their partners were found to be 2.6 times more likely to abuse their children compared to mothers who are not victims of abuse.³ There is also evidence that children in violent homes, even if they are not directly subject to violence, suffer many detrimental consequences. An estimated 3.3 million children witness parental abuse each year.⁴

Some limited data are available on elder abuse. Pillemer and Finkelhor found that the majority of abuse was by a spouse.⁵ Dysfunctional marital relationships do not always end as people get older. Also, the stresses of old age may contribute to spouses hurting one another.

The following discussion of the scope of the problem follows the current population categories of family violence.

A. Abuse of children

Children are maltreated in many ways. According to the National Child Abuse and Neglect Data System, about 2.7 million children in 1991 were the subject of reports to public child welfare agencies for abuse or neglect. Of this number, about 860,000 children were found to be abused and neglected.⁶

Neglect is the most frequent offense. About 44 percent of substantiated reports were for neglect, 24 percent for physical abuse, and 15 percent for sexual abuse. This represents 204,404 child victims of physical abuse and 129,697 child victims of sexual abuse. About 1300 children, most of whom were infants, died as a result of maltreatment, including severe neglect.

A more inclusive estimate of physical abuse against children comes from the latest Study of National Incidence and Prevalence of Child Abuse and Neglect: 1988 (NIS 2).⁷ By asking professionals for cases of maltreatment known to them but not reported to the child welfare agencies, NIS estimates that there were 675,000 children abused in this country. Of these, 365,000 were physically abused, 155,900 were sexually abused, and 211,100 were emotionally abused. (Children may fall in more than one category.) These estimates represent only those children known to professionals.

While not a form of child abuse, the problem of children witnessing violence in their neighborhoods is becoming very serious. Community violence, including violence in schools, has reached epidemic proportions in many of our urban areas. One recent survey at Boston City Hospital found one of every 10 children under the age of six attending the pediatric clinic had witnessed a stabbing or shooting.⁸ The distinction between family and neighborhood violence becomes blurred, because frequently child witnesses know and may be related to the victim or perpetrator.

Children who witness violence frequently do not receive appropriate mental health services because they are believed to be too young to understand, are afraid of reprisals if they seek out authorities, or cannot access the necessary services. Even children who do not witness actual incidents can be very sensitive to their vulnerability and their caregivers' fear and anxiety about violence in the neighborhood. Children speak of planning their own funerals.

B. Abuse of spouses and other intimates

Federal Bureau of Investigation data indicates that approximately 1300 to 1400 murders a year (approximately 10 percent to 15 percent of all homicides) are murders of women by a current husband or boyfriend. Approximately 40 percent of homicides of women and 10 percent of men are committed by spouses or partners.⁹ Studies indicate that 20 percent to 30 percent of emergency room visits by women result from domestic violence.¹⁰

It is estimated that every year there are acts of physical aggression in 1 of every 6 couples. Another estimate is that a woman is beaten every 15 seconds in this country. Both men and women engage in physical aggression; however, women are the primary victims. Abuse by males is much more likely to result in serious injury.

Between 2 and 4 million women will be seriously assaulted by their domestic partners each year. This represents between 3 percent and 6 percent of all adult women. One in four women will be assaulted by a domestic partner during of her adulthood.

Recent research has indicated similarly high levels of physical aggression in adolescent dating relationships. These prevalence figures may significantly underestimate the extent of domestic violence since intrafamilial violence is substantially under-reported.

C. Abuse of elderly adults

The elderly are cared for in many settings: their own homes, board and care facilities, and nursing homes. In each setting, they may be victims of abuse.

Domestic abuse - There is insufficient data on abuse in domestic settings. However, estimates appear to indicate that the incidence of elder abuse has risen steadily over the past decade. A study conducted by the National Aging Resource Center on Elder Abuse (NARCEA) estimated that the number of domestic incidents increased from 1.6 million in FY 1986 to 2 million in FY 1988. The former House Subcommittee on Health and Long Term Care estimates that about 1.5 million elderly Americans may be the victims of domestic elder abuse each year. Perhaps the most reliable household survey was conducted by Pillemer and Finkelhor in Boston. It estimates that between 2.5 and 3.9 percent of Boston area elderly has been maltreated.¹¹ If a national sample were to find a similar rate, it would indicate between 701,000 and 1,095,560 abused elders in the nation as a whole. Nonetheless, many experts view these figures as conservative because of the gross under-reporting typically associated with domestic elder abuse.

Facility-based abuse - Recent studies by the HHS Office of Inspector General ("Resident Abuse in Nursing Homes") and the California Ombudsman program verify the frequent occurrence of abuse in institutional settings. Both studies cited physical and emotional neglect, and verbal or emotional abuse were the most prevalent manifestations of the problem.

Pillemer interviewed over 500 nurses and nurse aides regarding incidents of physical and psychological abuse they had witnessed or committed over the previous year. He found that eighty-one percent of respondents had observed one or more incidents of psychological abuse during the previous year. Forty percent of the respondents admitted committing such acts. Thirty-six percent of the respondents had observed at least one incident of physical abuse during the previous year.

D. Causes and Risk Factors

Why are some people more violent than others? Explanations vary; emphasizing different understandings of the problem. In broad terms, family violence has been explained in terms of (1) family dynamics; (2) learned behavior; (3) individual pathology; (4) gender inequality; (5) social stress, such as poverty, unemployment; (6) community dysfunction; (7) cultural and social norms. The theory chosen influences the types of interventions one pursues. Early interventionists point out that prevention of socio-emotional problems and promotion of healthy stable parenting relationships in the first years of life may be important steps towards reducing violent behavior later in life.

A large number of risk factors have been investigated for their relationship to child abuse. Risk factors vary with the type of abuse, e.g., poverty and drug use is strongly related to neglect, but only weakly related to physical and sexual abuse; similarly, having a step-father is a risk factor for sexual abuse of girls, but not for other forms of abuse. The probability of maltreatment increases with the co-occurrence of multiple risk factors.

Risk factors tend to fall into the following categories:

- Social and economic distress, including poverty, unemployment, homelessness, social isolation, and other negative stressful events or chronic social stress;
- Family functioning problems, including various forms of inadequate parenting, physically or emotionally unavailable parents, immature adolescents unprepared to be parents, family use of violence to resolve conflicts, socially stressed single-parent families, and abusive child care or foster care providers;
- Parental psychopathology, including parental mental illness, deviant sexual interests, cognitive and emotional dysfunction due to parental drug usage, parental childhood abuse and antisocial behavior, and rigid and demanding personality structure; and
- Child characteristics, including difficult children and children with disabilities.

It is also useful to identify risk factors associated with family violence as targets for intervention. While existing research supports some associations, more knowledge is needed. Some of the more commonly identified risk factors associated with domestic violence are:

- History of exposure to violence - Studies have indicated that exposure to violence in one's childhood, and experienc-

ing or perpetrating violence in adolescence are risk factors (especially perpetration of violence by males and experiencing violence for females);

- Belief systems - Studies have indicated that perpetrators and victims of domestic violence have often internalized beliefs about the legitimacy of the use of violence, about sexual roles, and about imbalances in power between intimate partners that support use of violence in intimate relationships; these belief systems are often supported by families of origin, peer groups, subcultures, and also by society in general;
- Social stressors - Studies have demonstrated that the incidence of spouse abuse increases with unemployment and economic hardship; one study found partially employed and unemployed men are 2 to 3 times more likely to use severe violence against their partner than fully employed men;
- Communication/Relationship Skills - Studies have indicated that couples who engage in physical aggression have poor conflict resolution skills, do not communicate well, and tend to be more demanding than nonviolent couples;
- Emotional Problems Associated with Intimate Relationships - Abusive men tend to be more dependent on their partner, more jealous, and more easily emotionally aroused by conflict in the relationship; both partners in abusive relationships tend to be less satisfied with their relationship; and
- Drug/Alcohol Abuse - Men who have a pattern of alcohol abuse are more likely to also be abusive to their partners.

Studies of the abused elderly have found some common themes. Most of the studies have found that the victims tend to be female. Generally, abuse victims have been older people, aged 75 and over. Many studies have found that victims experience increased vulnerability due to illness or impairment.

Some investigators have identified factors associated with elder abuse that pertain also to other forms of family violence. There is some evidence that external stress in a family contributes to abuse. Social isolation also has been found to be associated with elder abuse. The presence of an active social network may be a particularly strong deterrent to elder abuse.

E. Consequences of abuse

There is a substantial and growing body of research evidence documenting the short- and long-term detrimental effects of child abuse. In addition to direct health care, investigation, intervention, and prosecution costs of child abuse and neglect,

there are substantial indirect economic costs to society due to learning difficulties, decreased work productivity, and mental health problems. Abused and neglected children have been found to display a wide range of behavioral, emotional, interpersonal, cognitive, and learning problems compared to nonabused children.

Studies indicate that a high percentage of adults who have experienced different forms of childhood abuse exhibit serious behavioral dysfunction, such as substance abuse and addiction, sexual dysfunction, suicide and deviance, and histories of serious crime. They also have significantly greater mental health problems. Another important consequence of maltreatment is a possible "cycle of abuse." Studies have indicated that spouse and child abusers are more likely to have been abused themselves as children and that adult victims of physical abuse and sexual assault are more likely to also have been victimized as children. Nonabusive mothers who inadequately protect their children from abuse are more likely to have been abused themselves in childhood.

Battered women have significantly greater physical health problems, directly and indirectly related to their abuse, and a higher health care utilization than nonabused women. In addition to physical trauma resulting from acts of physical abuse, battered women suffer a number of mental health consequences, including higher levels of depression, drug and alcohol abuse, suicide attempts, and low self-esteem. Many of the mental health consequences of spousal violence result from chronic intimidation and fear, which are often as significant as the actual acts of physical aggression.

Witnessing spousal violence contributes to the cycle of violence within families and to violence outside the home. Children in violent families may learn aggression as a means of solving interpersonal problems and as a response to stress and frustration. Both the batterer and the battered spouse can become role models for the children's later adult relationships. Studies of battered women indicate that more than half of battered women were abused as children. In addition, there is an increased likelihood of child abuse in homes where there has already been spouse abuse.

The literature on elder abuse is lacking in information on the outcomes of elder abuse on the victim. Pillemer and Frankel in a review state: "Little is known about the consequences of elder abuse. Some data do exist, however physical manifestations or descriptions of physical injuries, such as bruises and sprains, abrasions, bone fractures, burns, and wounds. Anecdotal evidence suggests that victimization does produce negative psychological outcomes, although sound empirical findings are scarce."¹² While depression is often associated with elder abuse, it is not clear whether the condition precedes or is a consequence of abuse.

III. CURRENT POLICIES AND PROGRAMS - PREVENTION AND INTERVENTION STRATEGIES

Typically, discussions of family violence treat child abuse, spouse abuse and elder abuse approaches separately. We have different systems to deal with child abuse, spouse abuse, and elder abuse. There are different interventions, programs, experts, and advocates. To some extent, that is appropriate; some circumstances of these age-based phenomena certainly differ. Yet, there is considerable overlap in the causes and effects of these problems and the perpetrators and victims; our separate interventions often miss these interrelationships. We have chosen to integrate our discussion of these issues, in order to highlight similarities in types of strategies and to illustrate successful linkages.

Some approaches appear to be more promising than others based primarily on anecdotal evidence. Few approaches have been seriously evaluated. Caution, with some optimism, is perhaps a sensible attitude toward claims of effectiveness.

A. PREVENTION EFFORTS

With the heavy social and economic costs of family violence, it is urgent that we address both the prevention and the consequences of family violence through a combination of public education, empowerment of victims, and sanctions, counseling, and public education for perpetrators. It is much wiser social policy to help parents take better care of their children particularly children ages zero to three, to change the ways that men and women deal with each other, and for communities to help families face the stresses of their lives, than to try to control violence after it occurs. Yet we spend far more money late in the process than we do for prevention, even when there is evidence that prevention can be effective.

Major Federal Efforts

The Clinton Administration has significantly increased federal resources for prevention. The Family Preservation and Family Support Program, administered by HHS, provides \$1 billion over five years to States to fund new services. Family support programs, such as community-based family resource centers or home-visiting programs, work with families before a crisis occurs. These community-based programs promote the well-being of children and families by enhancing family functioning and early childhood development. The legislation also provides intensive family preservation services for intervening with families where the child is already experiencing maltreatment or other family crises.

Another major Clinton program is the Community Empowerment Initiative. Passed this year, it provides tax incentives and social service funding to 9 Empowerment Zones and 95 Empowerment Communities. The special Social Services Block Grant funding targeted to these communities is \$1 billion over a two year period. The funds are to be used for achieving or maintaining self-sufficiency and preventing or remedying neglect, abuse, or exploitation of children and adults unable to protect their own interests, or preserving, rehabilitating or reuniting families.

A new Centers for Disease Control and Prevention (CDC) program, funded at \$7 million is directed at the prevention of violence toward women. The program has several purposes related to prevention: describing and tracking the problem; demonstrating and evaluating the ways to prevent violence against women; conducting a national communications effort, including education, training, and public awareness; supporting a nationwide network of private and public organizations and coalitions; and increasing knowledge of modifiable factors associated with violence against women. Based on that knowledge, they will develop and evaluate new prevention strategies.

The Family Violence Prevention and Services Act programs, about \$24 million per year, provides grants to States and Indian Tribes that can be used in part for local prevention activities. The program also funds State coalitions for domestic violence whose purpose is to provide immediate shelter and related assistance to victims of family violence. Four national resource centers were recently funded. The Crime Bill under consideration in Congress proposes an increase for these programs.

The Preventive Health Block Grant, administered by CDC, contains a set-aside for the prevention of sexual assault among women. The primary prevention strategies that are likely to be employed, such a school curricula about the inappropriateness of violence, applies to intimate violence as well as to sexual assault.

The National Center for Child Abuse and Neglect (NCCAN) has several programs directed at prevention. The primary one, funded at \$5 million per year, makes grants to States for the prevention of child abuse and neglect. Administered usually by State Children's Trust Programs, the resources are used for public education, parenting education, family support and other activities. NCCAN also administers the Emergency Child Abuse Prevention Services Program, which addresses the linkages between substance abuse and child maltreatment. One part of the program is directed at public education and other prevention activities.

The Substance Abuse and Mental Health Services Administration's (SAMHSA) Center for Substance Abuse Prevention (CSAP) supports programs with specific relevance to families and violence prevention. The Pregnant Postpartum Women and Their Infants

Program provides successful models for family development and violence prevention for ages zero to three. The National Perinatal Resource Center (NPRC) is a successful mechanism for gathering, analyzing and disseminating knowledge to the field regarding domestic violence. The NPRC Community Team Training Institutes assist community leaders work together to solve these problems. Finally, the Community Partnership programs are successfully addressing these very issues.

The Administration on Aging funds two national resource centers with important roles related to elder abuse: the National Center on Elder Abuse and the National Long Term Care Ombudsman Resource Center. FY 1994 funding includes \$4.6 million for the State elder abuse prevention program in Title VII of the Older Americans Act and \$4.3 million for the State long term care ombudsman program (advocates for residents in long term care facilities). The Health Care Financing Administration (HCFA) influences the quality of care in nursing homes because it sets the minimum standards of care for all certified facilities.

The Department of Justice (DOJ) sponsors several initiatives related to elder abuse. They currently fund grants to develop a training curriculum for law enforcement policy makers and police officers on the most effective procedures for responding to family violence involving the elderly. DOJ also sponsors the TRIAD program which develops and implements crime prevention and education initiatives for the elderly. Activities focus on preventive and victim/witness assistance programs.

Public education and media campaigns

Most experts agree that progress in reducing violence depends on changing social norms that tolerate abusive behavior. Media campaigns, both in public service advertising spots and statements by prominent persons, are necessary.

One of the most successful and highly skilled campaigns on the national level has been the continuing program of the National Committee for the Prevention of Child Abuse (NCPCA). Working with an advertising agency and the National Ad Council, NCPCA placed highly professional ads in television spots during the broadcasting of popular sporting events. Campaigns have been run for a number of years, putting before the public different messages that encourage disciplining children without hitting or speaking hurtfully to them.

The Family Violence Prevention Fund, based in San Francisco, is developing a major national campaign also in conjunction with the National Ad Council, directed at spouse abuse and other forms of intimate abuse. Both groups are available to provide technical assistance to local groups wishing to develop local media campaigns.

The Illinois Department on Aging has directed its public education on the identification and reporting of elder abuse. A variety of posters and pamphlets have been distributed to provide guidelines to law enforcement, financial institutions, in-home workers, physicians and health care professionals, attorneys, and the general public. Similarly, Pennsylvania's Department on Aging has launched a state-wide program to educate its citizens on how to detect, report, and prevent the abuse of older persons. By including public television as a medium, the state hopes to improve the low rate (estimated 6 percent) of reporting of abuse.

Comprehensive community-based initiatives

Many innovative community strategies are being developed to address the prevention of family violence. Not all have been evaluated so we do not know with certainty that they all work as conceived. Yet for each approach discussed there is support by many. We have referenced some particular programs in which many believe show promise.

- Supportive communities

A slogan for a child abuse prevention program in Maine is "When the community cares, the family thrives." Neighborhoods contain many forms of formal and informal support for its residents - by neighbors, churches, business, associations, health agencies, recreation programs and law enforcement. When these resources are mobilized, they can discourage family violence and set standards that reflect a low tolerance for violence between family members. Also they can address common risk factors for family violence - social isolation, alcoholism, environmental stressors. Programs--even well coordinated programs--by themselves, however, are not sufficient. People need to live in and be supported by communities that are themselves healthy.

- Family Support

One type of comprehensive community-based initiative is family support. A significant goal of these programs typically is helping parents to understand how to raise healthy children particularly those children ages zero to three. By strengthening families' ability to nurture their children physically, emotionally, and intellectually, family support programs increase the likelihood that children will grow up healthy, safe and successful. Such programs help parents respond early to their child's multiple needs, within the family, before healthy development is compromised. Family support programs have been developed around the country through State and local efforts, frequently with foundation support. This year's legislation marks a new federal role in family support.

Among the more common family support approaches are family resource programs/centers, home visitation, and parenting education programs.

a. Family resource programs - A number of communities have begun collaborative efforts to address the needs of families and their children by establishing community-based, multi-service family centers. Although they typically do not state that violence prevention is their goal, as they help families deal with a variety of stressors they are likely to contribute to this end.

Some programs that address families with young children include:

- Avance Educational Program for Parents and Children, San Antonio, Texas, was one of the first programs in the growing field of family support. Through its six centers, all in impoverished Hispanic neighborhoods, Avance reaches out to create strong families by offering specialized training, social support services, and adult basic and higher education. Avance programs enhance parental knowledge, attitudes, and skills in the growth and development of children. This involves parents in the prevention of problems such as learning delays, child abuse and neglect and academic failure.
- Child Development, Inc., Russellville, Arkansas, operates in 11 counties providing child care at 18 centers, parenting training as part of the Home Instruction Program for Preschool Youngsters (HIPPY), and linkages to a wide array of other services.
- Lafayette Courts Family Development Center, Baltimore, Md. Provides a highly accessible, comprehensive array of services to residents of a public housing development. Case managers at Lafayette Courts work with families to develop short-term and long-term goals.

b. Home visitation for pregnant women and new mothers - One of the most promising strategies for preventing child abuse is early home visitation. These programs also have the potential for assisting couples to address the problems of battering and violence.

Much attention for this approach was generated by research in Elmira, New York, showing positive effects of home visiting on a number of health and social outcomes. The visitors provide a well-designed intervention including: counseling, encouragement, information and training, referrals, and transportation. Findings indicate that rates

of child abuse were significantly lower for the treatment group than for the control group.

Hawaii's Healthy Start program has shown similar promise, though they are only beginning a full-scale evaluation. The program states that they have prevented over 95 percent of predicted abuse. Parents are screened at the birth of their child to determine risk of maltreating their children. The program then assigns a home visitor who will work with high risk families for several years. The program works by building trusting relationships between the worker and mother and by helping to reduce the sources of family stress.

Building on what Healthy Start is doing, the National Committee for the Prevention of Child Abuse, with funding from the Ronald McDonald Foundation, is working with over 20 States to initiate home visitation programs modeled on the Hawaii program. Many groups, including the U.S. Advisory Board on Child Abuse and Neglect, have called for substantial new funding for home visitation programs. The newly enacted Family Preservation and Family Support Program will provide monies for such family support activities as home visitation.

c. Parenting education programs - Parenting education is one of the most common child abuse prevention approach. Misunderstandings and lack of knowledge about child development and the capabilities of children are a large contributor to abuse. Many different curricula have been developed to teach new parents how to bond with their children and how to recognize cues from children appropriately, teaching healthy forms of discipline and what is age appropriate behavior. Many parents have never known nurturing parenting themselves and have to be taught what it means to parent.

A very important consideration is the number of children growing up out of contact with their fathers. Children miss out on their fathers' emotional and financial support. Child development theory has shown that father involvement is important in certain developmental processes, such as emotional and behavioral control. It is posited that the absence of the father figure contributes to acting out behavior and inadequate self-control and discipline of the child, which could be a precursor to violence.

The Philadelphia Children's Network Responsive Fathers Program is designed to help young men develop the skills and resources they need to become effective, responsible and self-sufficient parents. Group sessions are structured around a formal curriculum developed by Public/Private Ventures (PPV) covering areas such as: self-esteem,

fatherhood, understanding children and a father's influence on his children. A case manager links participants to educational resources, employment opportunities and social services. For many of these young unwed fathers, unemployment and the accompanying inability to financially support their children creates a barrier to a strong and ongoing relationship. This project is helping these young men to find or train for work, and at the same time is training them to raise their children better. Several of these men grew up without much contact with their own fathers, did poorly in school, and/or have been involved in violent or illegal activities. With the help of the responsive fathers program, they can break this cycle and provide an important, nurturing role model for their own children.

Conflict Prevention and Resolution Education

The Pittsburgh City Schools have been teaching a curriculum that deals with violence in interpersonal and family relationships. It started in the junior high schools, expanded to the high schools, and now is included in elementary schools. While the primary focus is prevention, a number of children report instances of violence that have occurred to them or within their families. The program is run jointly with the Women's Center of Greater Pittsburgh.

EMERGE, a batterers' education program, and Transition House, a shelter, are collaborating with the Cambridge, Massachusetts public schools on a dating violence education and intervention project in the schools.

Another training effort, the Oakland Men's Project in Oakland, CA, is a community organizing and training center dedicated to stopping violence. Unlike most other prevention models, they emphasize the fact that almost all of the destructive violence in our society is perpetrated by men seeking to live up to rigid and pervasive cultural expectations of what it means to "act like a man." In addition to training, they have published a series of training manuals, workbooks, videos and audio tapes.

B. INTERVENTION EFFORTS

Funds for services for victims of family violence and for the restraint or treatment of perpetrators can be found in several federal programs. Federal programs also provide funds for research and evaluation. There are many intervention strategies being used in communities, many showing promise.

Major Federal Efforts

- Research on Intervention Efforts - In HHS, research in areas directly or indirectly related to violence is funded mainly

by the National Center on Child Abuse and Neglect and the Office of Community Services of the Administration for Children and Families, the National Institute of Mental Health, the National Institute of Alcohol Abuse and Alcoholism, the National Institute on Aging, the National Institute on Drug Abuse, and the Centers for Disease Control and Prevention. In the Department of Justice, the National Institute of Justice funds research.

- Services - Multiple service programs funded within HHS include the child abuse program of National Center on Child Abuse and Neglect, the Family Violence Program in the Administration for Children and Families, Administration on Aging programs, programs of the Health Resources Administration, the Indian Health Service, and the mental health and substance abuse programs of the Substance Abuse and Mental Health Administration (SAMHSA).

Major SAMHSA programs that are important contributions in an overall strategy against violence include:

- Demonstration projects aimed at determining the most cost-effective services for different types of mentally ill individuals, including those whose behaviors have been violent toward themselves and/or others.
- Demonstration projects to provide mental health services to victims of violence, including battered and raped women, adults who were abused as children, and children who are victims of abuse or witnesses to extreme violence.
- Funds for treatment for underserved populations through State block and discretionary grants.
- Women and Children's Residential Treatment Program which provides a comprehensive continuum of services and addresses issues related to domestic violence, battering, sexual abuse and child abuse.
- The Criminal Justice Treatment Program which integrates anger management, violence prevention and control, and pro-social skills into the therapeutic process in prisons, jails, community treatment settings for probationers and parolees.

The Department of Justice funds a number of programs that are central intervention efforts. These include:

- Victims' Compensation programs which provide funds for a variety of services to victims of violence: legal, mental health, medical, social services.

- Juvenile Justice programs fund judicial training programs, community-based interventions, treatment, investigation and prosecution of child abuse.
- Justice Assistance program support law enforcement and the judiciary in dealing with issues of family violence.

Community policing

The Weed and Seed program of the DOJ is a focused, comprehensive effort to revitalize high crime, low-income neighborhoods. The strategy emphasizes coordination between law enforcement and neighborhood residents to "weed out" violent crime, drug use and gang activity and to prevent it from returning by "seeding in" a wide variety of public and private efforts to strengthen the community. Community policing, a major part of this strategy, combines elements of both weeding and seeding.

The Child Development and Community Policing Program in New Haven, Connecticut has altered the ways in which police and mental health professionals coordinate and deliver services to children and families exposed to violence. The program provides seminars for police officers on child development and human functioning, a 24-hour consultation service for children and families who have witnessed violence, and a weekly case conference for police and mental health professionals. In the first year of operation, 150 police officers were trained in child development. In the first 18 months, over 300 children have been referred to the consultation service. The program allows police officers to perform and to be perceived in the community as sources of benign authority, safety, and concern for the well-being of children and families affected by violence. The Dodd Amendment to the Crime Bill provides new funding for community policing partnerships to train police about appropriate ways to intervene with child victims and witnesses of violence.

Comprehensive Community-Based Efforts

In several cities, multidisciplinary community-based collaborations have been developed to address issues of domestic violence. In Duluth, Minnesota, the Domestic Abuse Intervention Project brings together the courts, the police, advocates, and health and social service providers to develop comprehensive approaches to the problem. These coordinated programs not only assure services that mesh from one system to the next but it has brought the issue of family violence to the public's attention.

Law enforcement and court system responses

The police are often in the front line of dealing with domestic violence and child abuse. Increasingly, they have been trained

to become more effective in responding to family altercations and in deciding whether children are at risk.

The police can help support the elderly in their homes. In St. Martin's Parish, Louisiana, the TRIAD program coordinates the efforts of police chiefs, sheriffs and elder leaders to make sure the elder population is being served. One service is a morning phone call service through which elder persons can check in with the local police each morning for reassurance.

Courts play a critical role in addressing issues of family violence in a variety of ways. Violence is a crime and serious acts of violence have to be adjudicated. The role of prosecution and alternatives for sentencing need to be geared to the requirement of these types of cases. The Court in Quincy, Massachusetts is a model of how the courts can be effective in leading community efforts to develop a protocol for interdisciplinary efforts to address family violence and making clear that violence will not be tolerated. Judge Albert Kramer has pioneered procedures to give women the support they need in bringing charges without fear, in running a probationary program and in enforcing restraining orders.

Modeled after Dade County's (Miami) successful Drug Court, Dade County has initiated a Domestic Violence Court which involves a court-based approach that employs diversion and alternative sentencing strategies. The Court emphasizes a six-month treatment program for batterers arrested on misdemeanor charges, while assuring the safety of the victim. The treatment component includes a 26-week program of counseling and, if warranted, substance abuse treatment. Approximately 350 persons enter treatment through the Domestic Violence Court on a monthly basis. The National Institute of Justice is currently evaluating the effectiveness of the program.

Another example is in the Middlesex County, Massachusetts where the District Attorney has develop an action plan to combat crimes against the elderly, including priority prosecution and special handling of crimes of violence.

Shelters and other safe environments

Shelters are a key part of a community's service strategy in dealing with domestic violence. Shelters tend to provide a range of services and advocacy support to women who need a safe place to stay. While there are many such programs, they are not in every community nor are there enough to meet the need, despite increased funding under the Family Violence Prevention and Services Act. Some shelter programs have expanded services to meet other needs by providing transitional housing for women who will not return to their spouses.

Another type of intervention that is gaining attention is that of visitation centers. They have been developed to address problems that arise when a woman has to meet an abusive spouse in the exchange of children. In some cases, a father has visitation rights but is in danger of taking the children away in violation of the mother's custody of the children. Also, the time when a mother has to give her children to an abusing spouse for a visit can be dangerous for her. A visitation center is designed to be a place where he can visit with his children without taking them in violation of a court order or as a safe place in which parents can exchange their children without the mother having to meet the abusive father. The Visitation Center and Child Custody Project in Minnesota operates a center with the cooperation of the courts. Senator Wellstone has proposed a grant program as part of the Crime Bill to fund these types of services.

Batterer's programs for men

There are many programs that work with male perpetrators of family violence. Many are court-ordered, requiring participation in lieu of incarceration. They typically address issues of power and control by men over women.

The Pennsylvania Domestic Violence Coalition has developed standards for professionals and programs working with batterers. These standards address a number of the issues that are likely to arise and provide guidance on approaches. One issue is how to monitor whether violence continues. They suggest maintaining contact with the woman.

Child protective services

Often the point of entry into services for troubled families and abused children is the State and local child protective system (CPS). This system, however, has been overwhelmed by the increasing numbers of children who are reported each year. In 1991, over 2.7 million children were the subjects of reports to CPS. The result is that few families and children receive the preventive and intervention services they need; as a result, more children are placed in foster care.

Family preservation programs, now to be supported by the new Family Preservation and Support Program, are designed to address these problems by providing services to families in crisis. An early model of family preservation is the HomeBuilders Program in Tacoma, Washington, that provides intensive short-term interventions with families. Many other examples exist. Much more evaluation in this area is needed, and there is a major commitment in the legislation for that purpose.

The problems of CPS, however, go beyond the need for family preservation services. Child protective services agencies need

to improve their collaborations with other service systems--mental health, law enforcement, health--and become part of a comprehensive system. One CPS agency that is often cited as establishing some of those linkages is in Hennepin County, Minnesota.

With their focus on children, CPS agencies often fail to recognize violence toward mothers of these children. The child abuse and the domestic violence systems tend to work separately ignoring the common problems facing them. An exception is the Massachusetts Department of Social Services Domestic Violence Project, one of the first State child protection agencies in the country to include advocacy for battered mothers as part of child protective services. The State has trained workers Statewide about domestic violence.

Another program linking child abuse and domestic violence is the Coordinating Council for Children in Crisis, Family Violence Outreach Program in Connecticut. This is a domestic violence program in a child abuse prevention agency that makes home visits to help mothers talk to their children about the domestic violence the children have witnessed.

Adult protective services

All States have adult protective service units. They operate under a variety of statutes and purposes. Some are modeled on child protective service agencies with mandatory reporting of elder abuse and investigative requirements. Like child protective service systems, they are often understaffed and lacking in adequate resources to provide needed services.

Identification of abuse by professionals

A number of national professional associations have developed protocols, standards, and training materials for members to help them become more aware of child, spouse, and elder abuse. An exemplary training program is the Domestic Violence Training Project in New Haven, CT. It specializes in developing curricula and providing training, primarily to health professionals, in all aspects of domestic violence.

The American Medical Association (AMA) has developed an extensive program in this regard. They have published a number of reports on different forms of family violence, developed protocols, organized a task force of medical school deans to increase the use of family violence curricula, and work with local medical societies to increase physician awareness. Local physicians are particularly interested in learning about other available community resources. An example of this work is the Michigan Medical Society's book, "Reach Out - Intervening in Family Violence." The AMA, along with the American Bar Association, is

sponsoring a major interdisciplinary conference on family violence this spring.

Many local projects work with professionals to increase their sensitivity to these problems. The Ohio Department of Health works with the State Medical Association, physicians and hospitals. First year medical students accompany adult protection service workers on field trips and receive training in elder abuse and domestic violence. The State Medical Association, in cooperation with State family violence experts, developed a training handbook for physicians on family violence.

The Ohio Coalition for Adult Protective Services is an organization of professionals who have come together to address the needs of older adults in need of protective services. Their eighth annual State training conference attracted 300 attendees last year.

IV. RECOMMENDATIONS

There should be a national policy on children and families which includes a position on family violence. Our three broad recommendations are --

A. Increase efforts to strengthen and expand comprehensive community-based solutions to prevent family violence and ensure safety for all victims.

Overall, family violence prevention requires an integrated response which combines health, criminal justice, advocacy and social services; public and private employers; public and professional education; and expanded opportunities for women.

A combination of empowerment for victims and sanctions, counseling, and public education for perpetrators is a necessary part of an overall response. Empowering women by expanding their social, legal, and economic options will also reduce family violence. Closing the gender gap in wages, support for single mothers, equal access to services, and respite care for caretakers should be high priorities.

Also, procedures to identify, assess and prevent family violence should be introduced in settings dealing with health, mental health, substance abuse, AIDS, child abuse, physical disability, and homelessness.

• Eliminate barriers at the local level

In addition to the Administration's health and welfare reform, Federal agencies should be directed to eliminate barriers to comprehensive solutions. Currently, the most significant Federal initiatives to be targeted could include

(1) the Community Empowerment Initiative, (2) the Family Preservation and Support Program, (3) DOL's Youth Fair Chance, and (4) PHS's Healthy Start Program. Some of these programs are characterized in part by saturation of economic incentives and social services. They are prime candidates for strengthening comprehensive local efforts. The National Service program offers additional opportunities to strengthen and expand services and programs at the community level. A strong evaluation component is also recommended.

Placing emphasis on comprehensive programs to address community initiatives and revitalization will help us examine the links between family violence and other community problems, and help us look at comprehensive approaches to particular target groups such as children ages zero to three.

- Support victim services program and improved service delivery

As the first line of protection for victims, community-based shelters, currently run on shoe string budgets, should receive additional support from Federal, State, and private sources. The proposed increase in authorization levels in the Crime Bill for formula grants to States and local shelters and service programs will help address the considerable unmet need in this area.

- Improve local responses to family violence

Local initiatives, such as those in San Diego, Denver, Quincy, and Duluth have brought together prosecutors, police, and social service professionals in each community to implement domestic violence arrest and prosecution protocols, establish safe places for battered women and children to go, and develop stronger prosecutorial policies against child sexual abuse. We also recommend that a team of facilitators similar to the teams used in the "Cities Project" be established to help additional communities develop both short term responses and a long-term strategy.

- Improve Training and Curricula Development

While the Federal Government and others fund training for people who need to know about family violence, there is a critical need to improve the knowledge and skills of people working in the field. Training and curricula development should be cross-disciplinary. Health, mental health, criminal justice, substance abuse treatment, and social services systems need to be included. The importance of prevention should be a critical piece of the effort, particularly focusing on children age zero to three.

Resources for training efforts should come from a variety of agencies in the Federal Government that administer programs affecting families.

B. Establish a national campaign, with all sectors of society, to promote public education in family violence.

There are several national efforts underway to increase public awareness of and education about family violence. These include the programs of the San Francisco Family Violence Prevention Fund, CDC's new Violence Against Women prevention program, and the four national family violence resources centers recently funded by HHS. In addition, the Administration should play a role in prevention efforts, particularly efforts directed at changing attitudes toward family violence.

The public does not understand the nature and scope of family violence, i.e. that it involves coercive control as well as physical assault. Unlike stranger assault, family violence typically includes ongoing intimidation, mental abuse, isolation from friends and family, economic exploitation, and other forms of coercion. Perpetrators of family violence crimes are typically psychologically normal individuals who employ coercion to control a social partner or dependent.

Public education should also challenge the gender stereotypes that justify violence against vulnerable, dependent and minority groups. Societal norms and beliefs that blame or otherwise denigrate victims of family violence or which view violence as a legitimate response to jealousy, disagreements, or personal hardship should also be targeted.

Opinion leaders in this country need to send the following messages:

- Family violence is a crime.
- Victims of family violence must be safe and protected; we must have zero tolerance for such behavior.
- Family violence has severe consequences for women, children, the elderly, and the disabled.
- Family violence contributes to other forms of crime and street violence.
- There are model programs, approaches, and practices that work.
- Early prevention and intervention is preferable to trying to stop violence.

Leaders can play a major role in changing attitudes. By speaking out directly and by recruiting other opinion leaders in the media and entertainment fields, violence can be discouraged and victims can be encouraged to seek help. Media campaigns that raised our awareness to the problems of drunk driving, smoking, and seat belt use should be developed here.

The strategy might include a number of elements:

- The topic of family violence should be included in major White House speeches, highlighting themes of safety, prevention, and the unacceptable consequences of violence.
- Senior Administration officials addressing issues of family and intimate violence in speeches at meetings of influential leaders from many sectors of society, including business, churches and synagogues, and professional associations such as the AMA.
- A public affairs strategy for getting the Administration's message to the electronic and print media, including seeking cooperation and support from entertainment industry leaders and planned site visits to model programs.
- Governors, mayors, and other public officials could speak out on the issues of family and intimate violence and the link to other social ills.
- Private sector organizations - churches, civic organizations, business leaders - can develop public education campaigns and programs.
- Workplace education should be addressed. Family violence is emerging as a major issue in the workplace. Despite model employee assistance programs for battered women at Polaroid and other corporations, public and private employers remain unresponsive to family violence issues.

In the Crime Bill, we also recommend enactment and funding of a National Domestic Violence Hotline and programs to educate youth about domestic violence.

C. Place higher priority on family violence research.

Despite the fact that violence in families and between intimate partners is widespread and has such negative costs for society, it is striking that we know as little as we do. Many researchers and policy makers have called attention to the need for more and better research. Knowledge gaps exist regarding our basic understanding of these problems and how we can effectively prevent violence and intervene with victims and offenders. Such knowledge is necessary to inform public policy.

A key part of a research strategy should include the new CDC public health initiative directed at preventing violence against women. The prevention framework for this initiative is important for family violence in general.

We need much better information on the prevalence and incidence of these problems, through special studies and from our major statistical information programs in the health, social service and criminal justice systems. We need more agreement by researchers on definitions of various forms of abuse. Also, we do not understand well the histories of perpetrators and victims of family violence compared to others.

We must know more about which approaches work. Programs around the country are trying new methods. We have cited a number of them but we must study how well they achieve their goals in order to make good investments in the future.

If we are to break the cycle of violence, mental health treatment is critical. One difficulty is that we do not know very well what mental health interventions work for particular problems and populations. Intervention research has often been a low priority. Also, problems associated with violence are complex and cut across a number of disciplines. These problems often do not fit into existing mental health categories used for treatment. Much more needs to be done evaluating promising treatment approaches.

Among the research issues are:

- Research into risk and protective factors - Research needs to be examined at different ecological levels from the individual to the larger social level. Subtypes of offenders and forms of abuse need to be related to these factors. The role of alcohol and other substance use in family and intimate violence needs further study.
- Prevention research - Prevention research is often slighted, in part because it is hard to do. Yet we do need more evaluative research in this area to answer questions about the efficacy of our investments. Specific approaches meant to prevent violence, such as home visitation, family preservation, education, media efforts, conflict resolution, offender control programs, mandatory arrest programs, also need evaluation.
- Interventions - Studies of such interventions in the mental health, justice, health, and social services domains are needed. We need to understand particular intervention as well as combinations of interventions that combine multiple approaches. We need to understand what configurations of services are effective, whether it is in providing safe

shelter for battered women, discouraging, restraining, and treating batterers, providing support to the elderly to resist and restrain abusive relationships and environments, or treating the effects of abuse in children. Specific approaches such as home visitation, family preservation, offender control programs in the courts, mandatory arrest programs also need evaluation.

- Cultural issues - Further research is needed on socio-cultural factors, including ethnicity, cultural identity, and community characteristics, and the ways that the dynamics of healthy communities support families and prevent violence.

Specifically, we recommend that:

- Family violence research be coordinated across Federal agencies and professional/academic institutions, e.g. the CDC;s new violence research strategy and the National Academy of Sciences current review of the literature and identification of research issues.
- Evaluation of comprehensive, community-based prevention and intervention models be given high priority.
- In the Crime Bill, support the enactment and funding of research provisions.

REFERENCES

- (1) Gelles, R. The relationship between husband-to-wife violence and violence toward children. Unpublished paper. 1993.
- (2) Walker, LE. The Battered Woman. New York: Harper and Row, 1979.
- (3) Richard Gelles, Ibid.
- (4) Jaffe, P, Wilson, S, Wolfe, D. Specific assessment and intervention strategies for children exposed to wife battering: Preliminary emperical investigations. Canadian Journal of Community Mental Health 1988; 7:157-173.
- (5) Pillemer, K, Finkelhor, D. The Prevalence of Elder Abuse: A Random Sample Survey. The Gerontologist 1988; 28:51-57.
- (6) National Center for Child Abuse and Neglect, US Dept. of Health and Human Services. Working Paper 2, 1991 Summary Data Component. National Child Abuse and Neglect Data System. May 1993.
- (7) National Center for Child Abuse and Neglect. US Dept. of Health and Human Services. Study Findings, Study of National Incidence and Prevalence of Child Abuse and Neglect: 1988.
- (8) Groves, B, Zuckerman, B, Marans, S, Cohen, D. Silent victims: children who witness violence. Journal of the American Medical Association 1993; 269:262-264.
- (9) Federal Bureau of Investigation, US Dept. of Justice. Uniform Crime Reports.
- (10) Stark, E, Flitcraft, A, Frazier, W. Medicine and patriarchal violence: the social construction of a private event. International Journal of Health Services 1979; 9(3): 461-493.
- (11) Pillemer, K. Ibid.
- (12) Pillemer, K, Frankel, S. Domestic violence against the elderly. Violence in America: A Public Health Approach. Rosenberg, ML, Fenley, MA. Editors. New York: Oxford University Press, 1991.

Hate Violence, Ethnic Conflict,
and Gangs _____

TABLE OF CONTENTS

Final Report:	Hate Violence, Ethnic Violence and Gang Violence in a Country of Communities
Appendix I:	Sexual Harassment Paper
Appendix II:	A Listing of Federal Programs
Appendix III:	A Listing of the Intercommunal Violence Working Groups Members

HATE VIOLENCE ETHNIC VIOLENCE, AND GANG VIOLENCE IN A COUNTRY OF COMMUNITIES

Increasingly, a significant portion of the reported incidents of violence in our communities involve "intercommunal violence" -- violence between groups or diverse communities. Attacks against people because of their group affiliation leave deep fractures in the fragile surface of our social structure. Beyond the tragic consequences for the immediate victims of these violent acts, incidents of intercommunal violence leave lasting scars on the unity and stability of our communities that threaten to engulf us in a repeating intergenerational cycle of disunity and violent bigotry.

Intercommunal violence can have an effect more devastating than other types of violent crimes because of the special emotional and psychological damage it tends to create for the victim and the surrounding community. This type of violence also has a tendency to lead to reprisals by others in the community, thereby escalating violence and racial, ethnic, religious and other inter-group tensions.

Intercommunal violence takes several forms. It encompasses intergang conflict and "hate violence." Hate violence refers to any act or threat of physical force or intimidation directed against any person or his or her property that is motivated by hostility to the person's real or perceived membership in a community defined by race, ethnicity, national origin, religious belief, sex, age, disability, or sexual orientation. Both

intergang conflict and hate violence encompass legal as well as criminal acts or threats of violence.

Intercommunal violence results from two interrelated processes: first, the act of identifying oneself and others exclusively or primarily as members of particular groups, and second, the process of ascribing demeaning qualities to those different groups through either ignorance and fear, and/or real or perceived competition for limited resources such as housing or jobs. Addressing the problem of intercommunal violence in this country therefore requires commitment to providing economic opportunity for all, as well as rededication to our nation's core principle that different cultures must be continually reblended into a new mosaic that for each generation becomes a revitalized, more inclusive American identity.

1. Size and Scope of the Current Problem

a. Measuring the Problem

Intercommunal violence in its different forms constitutes a significant source of violence in the United States. The true scope of the problem, however, is impossible to measure with any accuracy. Comprehensive statistics do not exist for a number of reasons.

With respect to gang violence, the lack of a uniform definition of what constitutes a gang by law enforcement officials and the research community is a significant impediment to measuring the scope of the problem. For example, a loosely associated group of youths who paint graffiti (commonly called

"taggers" in Los Angeles) may be considered a "gang" by some, or a "pre-gang" by others. Such groups engaging in relatively benign behavior contrast sharply with groups that have a leadership with clear lines of authority and members who commit serious crimes (assault, murder, drug distribution). Although there is general agreement that these latter groups constitute gangs, most of the organizations commonly labeled as "gangs" fall somewhere on a continuum between such groups and "taggers." The difficulty of measuring the gang problem is compounded by sensational media coverage and distortions caused by communities either exaggerating the problem to obtain resources or minimizing it in order to avoid stigma.

Similarly, because no standard procedures exist across states or even within states for gathering and reporting hate violence data, incidents of hate violence are believed to be vastly underreported. Underreporting is particularly a problem for violence involving Native Americans, people in rural areas, women, and persons perceived to be gay or lesbian. In addition, it is difficult to get reliable statistics for crimes involving immigrants and refugees, as well as illegal aliens, and others who experience language difficulties or who may be reluctant to report hate crimes because they perceive the criminal justice system to be a threat, or a part of the hate violence problem. Finally, the Hate Crimes Statistics Act of 1990 does not mandate the collection of data about crimes that manifest prejudice based on gender alone; crime statistics on such gender-based violence are generally not available.

Despite the impediments, available statistics indicate that intergang and hate violence are serious problems. In mid-1991, law enforcement authorities estimated that street gang membership ranged from roughly 200 members in Reno, Nevada to between 80,000 and 90,000 members in Los Angeles. The Chicago police in 1988 estimated that 4% of the city's population consisted of gang members. Although statistics on the number of incidents of gang violence are not available, anecdotal evidence compiled by the National Institute of Justice suggests that gang membership is increasing, and that violence by and among gangs is rising rapidly due in part to easier access to firearms.

Similarly, available statistics document a serious and increasing problem of hate violence and hate crimes. The Klanwatch Project of the Southern Poverty Law Center called 1992 the "deadliest and most violent year" since it began monitoring bias-related crimes in 1979, and documented a record 31 hate murders in 1992. The Federal Bureau of Investigation's (FBI) Uniform Crime Report, which compiled reports submitted by 4,573 of the nation's approximately 16,000 law enforcement agencies, documented 5,693 hate crime incidents during 1992. Indeed, according to a 1992 Statistical Review by Brian Levin of the Stanford Law School and The Center for the Study of Ethnic And Racial Violence, a hate crime occurs in America every 14 minutes.

The National Institute Against Prejudice and Violence (NIAPV) conservatively estimates that 10% of the adult population are victims of a hate violence assault during a 12-month period. The National Urban League indicates that in certain communities

the estimate could be as high as 25% to 30%.

The majority of these incidents of hate violence appear to reflect racial bias. Klanwatch estimated that racial bias motivated two-thirds of 1992's hate slayings. In Fiscal Year 1993, the Community Relations Service (CRS) of the Department of Justice (DOJ), recorded over 1,600 instances of racial conflict for assessment and possible follow-up action. These reports came from large urban areas, suburbs and rural jurisdictions. Similarly, the Japanese American Citizens League reported more than 125 Anti-Asian hate crime incidents around the country during 1991-1992.

However, Klanwatch also reported that anti-gay attacks resulted in five of the 31 hate murders in 1992. The National Gay and Lesbian Task Force Policy Institute likewise documented 1,822 crimes against gays and lesbians in five major cities (New York, Boston, Chicago, Minneapolis-St. Paul and San Francisco) in 1991.

Crime reports also show that hate violence is excessively brutal. Records from the Boston police department show that half of all hate crimes were assaults and 30% of hate crime assault victims needed hospital treatment, compared to 7% of non-hate crime assault victims.

Perhaps the most disturbing statistic is that the majority of hate crimes are committed by young people. At least 60% of those apprehended for bias crimes are juveniles. Trends in the data seem to show that organized groups are targeting youth to be future harbingers of hate. Statistics indicate that young people

are committing more serious hate crimes at an earlier age.

It should be kept in mind when considering these statistics that definitions of "hate crimes," "hate violence" and "bias-related crimes" have varied by researcher. However, with passage of the Hate Crime Statistics Act of 1990 -- which requires the FBI to compile hate crime data (but does not require law enforcement agencies to submit such data to the FBI), and which provides a uniform (although incomplete) federal definition of hate crimes for purposes of consistent reporting -- it is hoped that longitudinal comparisons of the number of hate crime incidents will become more possible.

b. Causes of the Problem

The causes of intercommunal violence are complex and varied, but intercommunal violence is inextricably linked -- perhaps in the first instance -- with the decline in traditional institutions of social support such as the family, schools, and churches. Primary self-identification with groups such as gangs or broad racial or ethnic communities thus fulfills individuals' needs for identity, recognition, protection, status, and belonging.

Root causes of gang formation and group identification lie deep within troubled communities. Typically such communities are characterized by a lack of opportunity for educational advancement, a severe lack of economic opportunity, a high rate of poverty, a high rate of teenage pregnancy, many single parent families, a breakdown in a sense of values, a high rate of crime,

a fear of being victimized and a mistrust of institutions such as the police and government. Such communities tend to be hemmed in by racism that can limit economic opportunity, and usually have experienced demographic shifts that have forced multiple racial/ethnic groups to co-exist (often uneasily) in the same neighborhood.

The strong, desperate communal links that gang or group identification provide to members of such troubled communities hold the explosive potential to generate violent reactions under the right conditions. And those conditions are present in the nation today. The steadily increasing diversity of the country's population, coupled with the economic recession and increased unemployment in recent years, has strongly influenced the increase in intercommunal violence. The litany of ills that afflict troubled communities all lead to a general sense of hopelessness and powerlessness that can and does turn into a conviction that there is nothing to lose.

Notwithstanding the effects of such endemic problems as the breakdown of social institutions, prejudice, and limited economic opportunity, intercommunal violence is also fanned by certain exogenous influences that are perhaps more easily controlled. The mass media, for example, plays a key role in shaping popular attitudes, especially among young people who are the primary perpetrators of intercommunal violence. The portrayals, or lack of portrayals, of gangs or various types of people on television programs inevitably shape attitudes about those groups.

Political figures also may play a role in fanning the flames

of bigotry that underlie intercommunal violence. The political exploitation of even subtly racist, anti-immigrant or homophobic themes, for example, may lead young people to conclude that there is nothing wrong with race-baiting or gay-bashing.

Furthermore, with respect to gang violence, methods of prison organization may magnify the problem. In most correctional facilities, there are four or five gangs that control the facility. Prison management relies on these gangs to help maintain order. Events in the outside community and the prison influence one another, further exacerbating the situation. Gang members sometimes receive "marching orders" while in prison. They are released, commit the violent act ordered, and then are rewarded with a higher rank within the prison gang when they return. Peripheral gang members can move nearer to the inner core of their gang as a result of their prison experience.

Any strategy aimed at curbing intercommunal violence must therefore seek to curb these exogenous influences as well as the root causes of intergang conflict and hate violence.

2. Current Policies and Programs

Current policies and programs aimed to reduce intercommunal violence -- whether at the governmental or community level -- have broadly utilized three types of strategies: prevention, which aims to prevent negative behavior by providing opportunities for youths to develop skills to resist gang or hate group involvement in the first place; intervention techniques, which target persons already involved in gang activities or hate

violence and try to redirect them by providing alternatives and a positive support structure; and suppression strategies, which attempt primarily through law enforcement activities to control the delinquent and criminal activity of gangs and perpetrators of hate violence.

In recent years, frustration with the growing problem of intercommunal violence has led to a shift in governmental resources away from prevention and intervention strategies in favor of suppression techniques. Nevertheless, the combination of federal, intergovernmental, state, and private initiatives in the area result in utilization of all three strategies in the attempt to curb intercommunal violence.

a. Federal Policies and Programs

The federal government's involvement in combating intercommunal violence has been largely peripheral because of a belief that approaches to curbing intercommunal violence are best formulated and implemented at the local level. To date federal efforts have primarily focused on helping localities to develop model programs.

The proposed crime bill, however, would expand the federal government's role, particularly with respect to suppression strategies. The crime bill would provide funding for anti-gang activities, enhance penalties for other crimes related to street gang activity such as drive-by shootings, make gang participation or recruitment a federal offense, and provide for additional U.S. Attorneys to prosecute violent youth gangs and coordinate gang investigations and information collection. In addition, the

crime bill would direct the United States Sentencing Commission to promulgate guidelines or amend existing guidelines to provide sentencing enhancements for hate crimes, and make funding available to states to examine ethnic and racial bias in their criminal justice systems.

Existing federal programs aimed to suppress gang and hate violence are as follows:

Federal Prevention and Intervention Programs

- The **Community Relations Service (CRS)** of the Department of Justice provides services, including conciliation, mediation and technical assistance directly to people and their communities who seek to prevent or resolve community conflicts and tensions arising from actions, policies and practices perceived to be discriminatory on the basis of race, color, or national origin. CRS has published and distributed brochures on racial conflict prevention and conflict resolution. It has organized a number of partnerships to train law enforcement officers, improve hate crime statistics reporting and promote research. Also, CRS has sponsored workshops on bias, hate crimes and racial conflict prevention. The CRS mandate does not cover discrimination based on gender, religion, or sexual orientation -- three categories of discriminatory conduct that often lead to violence. CRS has 10 regional and three field offices, and an Fiscal Year 92 budget of approximately \$9.5 million for resolving community disputes.

- The **Youth Gang Drug Prevention Program** of the Department of Health and Human Services (HHS) supports state and local

efforts to conduct comprehensive activities to reduce and prevent the involvement of youth in gangs that engage in illicit drug-related activities. This promising program focuses on a holistic approach to youth gang and drug prevention, including support to families of at-risk youth, intervention strategies for intergenerational gang families, programs to meet the special needs of at-risk females and promotion of cooperative ventures among youth service providers. The major emphasis has been on the development of community-based consortia to conduct innovative, comprehensive approaches to the problems of youth gangs and their involvement with illicit drugs. Each consortium is a broad based partnership that draws upon the resources, expertise and commitments of different governmental bodies and community groups. For example, the Denver Consortium brings together the school districts of Denver, Aurora and Cherry Creek, the Denver and Aurora Police Departments, the Denver Juvenile Court system, and nonprofit youth and family serving agencies from all three communities.

- **The Office of Refugee Resettlement (ORR)** of HHS has a **Crime Prevention/Victimization Initiative**. In Fiscal Year 1993, ORR funded 16 projects around the country to improve relations between refugee and law enforcement communities. These projects employ a variety of strategies to achieve this goal, including the hiring of ethnic community outreach officers, the creation of multilingual hotlines for information and referral, the organizing of refugee community business and neighborhood watches, support for multi-functional community policing

storefronts, community education meetings, workshops on cultural concerns and dialogue between police departments and refugee community leaders.

- The **Public Housing Drug Elimination Program** at the Department of Housing and Urban Development (HUD) gives local housing authorities funding to increase the security and decrease drug trafficking in the areas surrounding public housing developments. HUD also administers a cluster of programs designed to give residents of public and assisted housing greater control of their community as well as increased access to economic opportunity.

Federal Suppression Policies and Programs

- The **Bureau of Justice Assistance (BJA)** of the Department of Justice is currently administering two programs focused on gangs and their activities. The **Urban Street Gang Drug Trafficking Suppression** program concentrates on developing and testing model multijurisdictional enforcement strategies to investigate violent crimes by organized urban street gangs in cities or multiple contiguous jurisdictions. In 1992, BJA introduced the **Comprehensive Gang Initiative**, pursuant to which BJA awarded the Police Executive Research Forum (PERF) a grant to develop a model comprehensive approach to gang issues, which carefully balances initiatives for prevention, intervention and suppression focusing on the elimination of the harmful behavior of the gang. The model encompasses strategies that bring together cooperative and coordinated efforts of the police, other

criminal justice agencies, human services providers and community programs. BJA funded four demonstration sites (Suffolk County, MA, Seven Hills, OH, Aurora/Jefferson County, CO and San Diego, CA) at the end of Fiscal Year 93 to test the comprehensive model developed by PERF. The BJA also supports the **Regional Information Sharing Systems (RISS)**, a program composed of six regional projects that share intelligence and coordinate efforts against criminal gang networks that operate in many locations across jurisdictional lines.

- The **Federal Bureau of Investigation (FBI)** investigates violations of federal hate crime statutes for prosecution and collects hate crimes data as part of the Uniform Crime Reports in accordance with the Hate Crime Statistics Act. The Federal Bureau of Investigation (FBI) is also becoming more involved in anti-violence and gang related enforcement efforts.

- The **Civil Rights Division** of the Department of Justice seeks to eliminate or substantially reduce violent activity by private citizens (including juveniles and organized hate groups) against others because of their race, religion, national origin, or sex which interferes with the federally protected and constitutional rights of individuals. The Division investigates complaints and prosecutes those who violently interfere with the protected rights of others.

- The **Office for Civil Rights (OCR)** of HHS is charged with the responsibility of enforcing civil rights laws and regulations prohibiting discrimination by recipients of federal financial assistance. Recognizing the importance of institutional

commitment to properly serving multicultural communities, OCR encourages institutions to expand both their range of services and their staff capabilities in order to facilitate interethnic cooperation, rather than competition. One illustration of this orientation is the provision of language interpreters for limited English speaking customers.

- The **Office of Fair Housing and Equal Opportunity** of HUD enforces the Federal Fair Housing Law and provides for fair housing throughout the United States. It administers the Fair Housing Initiatives Program in which grants are awarded to applicants who carry out programs to lessen housing and lending discrimination. Its practice is to use a coordinated federal approach in partnership with the state and local government to prevent or suppress any violence that may result as a result of ongoing desegregation of public housing projects. Desegregation efforts are underway in Boston, MA; Chicago, IL and Vidor, TX.

Other Federal Programs

- The **Office for Victims of Crime (OVC)** of the Department of Justice, in collaboration with BJA, is supporting a program by the Education Development Center of Newton, Massachusetts, to develop and test a training curriculum to improve the response of law enforcement agencies and victim service providers to victims of bias crimes.

- The **Office of Juvenile Justice Delinquency Programs (OJJDP)** of the Department of Justice was directed in the 1992 Amendments to the Juvenile Justice and Delinquency Prevention Act

to conduct a Hate Crime Study on the involvement of children and youths in hate crimes. The OJJDP also encourages, coordinates and conducts research and evaluation of juvenile justice and delinquency prevention activities.

b. Intergovernmental Policies and Programs

A model intergovernmental initiative is currently underway in Denver, Atlanta, Nebraska and Washington, D.C. where the Departments of Justice, Labor, Education, Housing and Urban Development, and Health and Human Resources are working with state and local leaders to frame short- and long-term solutions to youth violence. This interdepartmental violence initiative, the "WAND Project," will operate in three phases.

First, governors and appropriate local leaders will bring together local law enforcement officials, educational leaders, social service and housing providers, community groups, and businesses to examine and identify the most pressing aspects of the local youth violence program. Second, these local representatives will join with a multi-agency federal delegation to identify government programs and private initiatives operating successfully throughout the country that could be models for addressing local problems. Third, local leaders will work to implement the devised strategies, and obtain technical assistance from federal agencies if necessary. In addition, an interdepartmental facilitation group in Washington will work to eliminate, through the use of waivers and regulatory changes, those obstacles that frustrate the implementation of broad-based comprehensive strategies.

To the extent that intercommunal violence is identified as a problem among youth in the targeted localities, the WAND Project will seek to address the problem.

c. State and Local Policies and Programs

Prevention and Intervention: Gangs

State strategies addressing gang issues have varied. For example, in Hawaii, state lawmakers passed legislation in 1990 that requires the state to develop a comprehensive and coordinated response to gang activity. The Gang Response System established by the legislation requires multi-agency collaboration and focuses on gangs in relationship to communities. The Gang Response System includes prevention, intervention and suppression programs as components of a larger strategy. Other states, such as New York and New Mexico, have established special task forces to examine the gang problem, and develop comprehensive responses.

- **High-Risk Youth Programs with a Gang Component** -- These programs are targeted to youth who have been identified as being at high risk of gang involvement. These programs provide youth with positive experiences and skills to avoid negative behavior. These efforts usually involve participation from a variety of local actors including schools, the local criminal justice system, community organizations, churches, volunteers, youth workers, private industry and other groups. Although specific program goals and components vary, in general, high-risk youth

programs include a mix of the following: youth outreach; establishment of community centers; social skills development programs; job training and placement; dropout prevention services; mentoring and tutoring services; recreational activities; family interventions and training; school programs; conflict mediation programs; rites of passages programs; and substance abuse counseling.

In Miami, **Project Positive**, a high-risk youth program supported by the Mayor's Office, works with gang members ages 12-22. The program tries to reduce gang membership, violence and drug use by addressing gang members' needs for services. The program is led by former gang leaders, and program participants must show a commitment to adhering to the program's rules and regulations to remain in the program. A mixture of services support the Positive program, including mentoring, group counseling, parent counseling, sports activities, graffiti removal, entrepreneurship, and a 24-hour hotline. The program has also joined with local community organizations and businesses to provide education and job training activities for the youth.

Other successful programs include the **Gang Violence Reduction Project** in Los Angeles which is administered by the California Youth Authority. Program administrators work with one representative from each east Los Angeles gang and make efforts to increase resources in the areas affected by intergang violence. In Denver, the **Gang Rescue and Support Project** provides adult mentors for former gang members who become employed. These mentors help youth and adults adjust to working.

● **Organizing a Community Response** -- These programs focus more on organizing communities affected by gangs than by providing services to gang members or perpetrators of violence. Such programs mobilize local communities to address gang activity by raising community awareness about gangs and by working with community leaders to organize a community-wide response. Many of these programs also develop intervention and prevention services for youth. While no systematic evaluation has been performed to determine the long-term effectiveness of these efforts, the notion of organizing communities to take back their neighborhoods and supporting community efforts to do so is consistent with the current strategy of supplementing police suppression efforts with community-based support programs.

One promising community-based prevention model is the **Communities That Care Program** which is currently being tested in Washington and Oregon. This model focuses on reducing drug abuse and delinquency by making changes in social institutions, including schools and families. Program organizers have developed a comprehensive community empowerment strategy that includes working with schools, families and individuals in the community.

● **School-Based Strategies** -- School-based strategies include programs designed to improve the quality of life for all youth in communities where gangs exist and special programs designed to work with particularly at-risk children and youth. Promising elementary school programs involve parents and offer conflict resolution courses and academic programs to encourage a

commitment to education. Promising middle-school programs include peer-oriented counseling and conflict resolution courses, and provide alternative activities for youth such as Junior Achievement, educational enrichment and physical education. High school programs should include career development and job experience. All school activities must be culturally sensitive and provide multicultural training for teachers if they are to be successful.

Cities in Schools and **10 Schools** are school-based programs designed to keep at-risk minority youth committed to education and out of gangs. The goal of both programs is to improve services to school children by increasing the range of services available and improving the ratio of students to service providers. While the 10 Schools program is located in elementary schools, Cities in Schools is located in middle and high schools. Both programs focus on dropout prevention and improving academic performance by providing a variety of services from social workers, psychologists, medical personnel, community mentors, dropout prevention specialists and other individuals.

- **Family Interventions** -- A number of programs are designed to support parents and facilitate healthy parent-child relationships as a way of preventing future gang membership. These programs include parent training courses that teach parents about desirable and undesirable behavior in their children and teach parents to support their children's school achievement through establishing home study routines, reading aloud and playing learning games. Other programs may provide more

intensive interventions for families located in neighborhoods in which gangs are likely to form.

Suppression: Gangs

Local experience has demonstrated that suppression activities are a vital part of an overall strategy to combat gang violence. Enforcement and prosecution must be targeted to those violent members of the inner core of gangs. Intelligence gathering and the sharing of information between criminal justice and other relevant agencies are critical. Fort Wayne, Indiana and Brooklyn, New York are currently using these techniques.

At the same time, criminal justice agencies are beginning to realize that efforts to control gang violence in local communities must include more than traditional law and order responses. In recognizing the need to expand their scope, these agencies are working to improve their relationship with local community residents, learn more about the neighborhoods in which gangs exist and support community-based prevention and intervention efforts.

- **Law Enforcement** -- One promising law enforcement strategy is community policing. In Reno, Nevada, the police department instituted **Community Oriented Policing Plus** in 1987, a program to make law enforcement officers available to solve community problems. In instituting the COPS program, the police department worked closely with local citizens to identify community problems and to develop solutions. The current strategy of the police department is to focus on peripheral gang

members and their parents, referring parents to social services or offering to be available if the need arises. Parents in turn agree to provide information about gang activity to the police department. Reno noted a considerable reduction in gang related activity between 1989 and 1991.

● **Corrections** -- Several juvenile correctional institutions provide programs to prevent continued street gang involvement by helping youth develop skills to resist further gang activity. Two promising juvenile corrections programs include the **Maclaren School** in Portland, Oregon and the **Ethan Allan School** in Wales, Wisconsin. Both programs have established intense counseling programs for juvenile gang members. The Maclaren program provides a mixture of group and individual counseling to develop positive self-image, job skills and communication skills.

The Ethan Allan School targets gang members who have histories of aggressive behavior. Members of rival gangs are housed in one cottage and are involved in counseling and other programs. After release, students receive aftercare from community-based organizations, including substance abuse counseling, employment assistance and alternative education. Research suggests that in 1989 only 17% of the participants had subsequent police contacts and only nine percent were observed in the company of a gang. Data for 1988-1990 show that only six of the 130 participants released during the period were subsequently incarcerated in adult correctional facilities.

Prevention and Intervention: Hate Violence

The goal of prevention programs with respect to hate violence is to educate the community about diversity and raise its awareness and sensitivity to cultural and other differences. This is done primarily through community tolerance training and school-based curricula. Examples of prevention and intervention programs follow.

- **Organizing a Community Response** -- Programs and agencies that facilitate the formation of proactive networks of agencies, community organizers, concerned citizens, activists and theoreticians to respond to areas of conflict in the community help to bridge cultural and gender differences and to foster pluralism and cooperation.

The **American Leadership Forum (ALF)** builds on the strength of diversity and promotes collaborative problem solving with and among communities. A network of five locally governed chapters work to meet the specific needs of each locality. Twenty to twenty-five people are annually selected -- with a heavy emphasis placed on diversity in the selection process. They participate in a year long program that enhances skills and knowledge in collaborative leadership, conflict resolution, personal growth, consensus building and understanding differences. Participants take this leadership training back to the communities where they are called upon to use these skills in resolving community issues and disputes.

The **Committee Against Anti-Asian Violence (CAAHV)**, has an active role in community based concerns within New York City.

CAAAV's innovative programs have allowed the Asian community to speak out about their experiences and their concerns about race relations in their neighborhood. CAAAV shows the community that it is not alone and helps forge relationships between new Asian residents and longtime residents in order to reduce the mutual isolation that perpetuates racial hostility. CAAAV staff conduct workshops for Vietnamese and Cambodian residents and discuss the roots of anti-Asian discrimination (especially against Southeast Asians), the legacy of the Vietnam War in popular culture and how racism affects Hispanics and African-Americans.

Increase the Peace Volunteer Corps (IPVC), housed in the New York's City Mayor's office, trains and supports grass-roots volunteer efforts to strengthen bonds locally and city-wide. Its mission is to create and sustain proactive solutions to intergroup tensions in the communities of New York City through project organizing, public forums and quiet diplomacy. IPVC also prepares volunteer members for crisis response mobilization, should community-based intergroup tension or violence erupt.

The **Los Angeles Human Relations Commission** has been very successful in developing and implementing programs that prevent violence in its local community. The Commission supported the funding initiative by the California Community Foundation to develop a program to fund emerging efforts in neighborhood organizing, community conflict resolution and youth leadership development aimed at strengthening the capacity of vulnerable sectors of the city to build the capacity to work through interethnic conflicts. The Commission serves on the steering

committee of the Multicultural Collaborative, a project of several community based organizations (representing African-Americans, Hispanics, Korean and other Asian groups) to develop a plan/design for a human relations infrastructure in Los Angeles. The Commission also serves on the school violence subcommittees working with the Los Angeles Unified School District in bringing cultural diversity curriculum to target schools.

The **Montgomery County Human Relations Commission (MCHRC)** in Maryland also conducts a wide range of activities which assist the community in combatting hate violence and interethnic strife. Examples of such programs are a Memoranda of Understanding between Office of Human Relations Commission, all police departments in the County, and the Montgomery County Public School System to provide interagency reporting of hate/violence activity. Reporting data include race, religion, ethnicity, sexual orientation and disability. The Network of Neighbors (476 members) and Network of Teens (360 members) are programs that recruit and train community members to provide peer support and information about other community resources to the victims of hate/violence incidents.

The **Northwest Coalition against Malicious Harassment** is an umbrella organization, developed with assistance from the CRS, encompassing a broad mosaic of organizations in Idaho, Montana, Oregon, Washington and Wyoming. The purpose of the coalition is to identify, confront and eliminate all forms of harassment and violence based on race, religion, gender and sexual orientation by assisting communities, groups, or individuals in establishing

effective, peaceful methods of eradicating malicious harassment and violence. This purpose is accomplished by: monitoring acts of malicious harassment as a way of determining the dimensions of the problem, monitoring the activities of groups which advocate racial supremacy, providing assistance to victims, organizations, communities and leaders to address and prevent acts of malicious harassment and violence, educating the public on how to develop strategies to challenge bigotry and honor diversity, and promoting the passage of legislation and leveraging resources to achieve the purpose set forth here. Members of the coalition include elected officials, law enforcement officials, human resource groups, community leaders and clergy.

The **Cleveland Mediation Center**, Cleveland, Ohio, assists residents of a Near West Side neighborhood to collaboratively address issues of importance to them, and improve the way in which neighborhood conflicts are resolved. The Center aims to enhance neighborhood functioning. The Center identifies important issues by interviewing a sample of the residents. Then, through facilitation, education, problem solving and leadership training, project personnel will assist the residents in working with the different parties to successfully resolve the conflicts identified in the interview.

- **Prejudice Education Strategies** -- Prejudice-education programs assist educators and students address the topics of prejudice, discrimination and racism. Materials include a variety of instructional activities that are designed to be used alongside existing school curriculums. Such programs help