

**President Clinton
and
America's Communities**

***Meeting the Challenge of
Keeping our Kids
Safe and Drug Free***

PRESIDENT CLINTON AND AMERICA'S COMMUNITIES:
MEETING THE CHALLENGE OF KEEPING OUR KIDS SAFE AND DRUG FREE
July, 1996

ong record of hard work, executive action and real success. President Clinton believes that the best way to ensure a safe, strong and secure America is to help our children grow up in an environment that lets them have every chance to enjoy this age of possibility. The President has taken a number of specific steps to provide our children with a safe passage from childhood to adulthood, including:

Presidential Guides and Manuals:

- * **Curfews.** President Clinton believes that curfews, when they are backed by a community of support and are a part of a larger plan to help fight juvenile crime, can play an important role in keeping our children safe. While highlighting a successful New Orleans program, the President encouraged cities nationwide to look at how curfews can help keep their children and their communities safe.
- * **School uniforms.** President Clinton has encouraged schools to adopt school uniform policies, which promote discipline and respect. The Administration has developed a guide for schools to assist them in establishing these policies, which is being distributed to 16,000 school districts.
- * **Truancy.** Truancy prevention initiatives have been shown to keep more children in school and dramatically reduce daytime crime, so the President has issued a guidebook to school districts nationwide which outlines the central characteristics of a comprehensive truancy prevention policy and highlights model initiatives in cities and towns across the country.

Drugs:

- * **Working to end teen tobacco use.** President Clinton has proposed restricting youth access to tobacco products, and reducing the advertising and promotional activities that make these products appealing to young people.
- * **Drug testing.** In January of 1995, the Clinton Administration supported high school athlete drug testing in an amicus brief to the Supreme Court, sending the message to parents and students that drug use will not be tolerated in our schools. [Vernonia School District 47J vs. Acton]
- * **Zero-tolerance on underage drinking.** The Clinton Administration has encouraged states to adopt a "zero tolerance" standard for drivers under the age of 21 who drive while intoxicated.
- * **Safe and Drug-Free Schools.** President Clinton expanded the Drug Free Schools Act into the Safe and Drug Free Schools Act in 1994, making violence prevention a key part of that program. The President has fought throughout his term for full funding of the program, fighting back a \$266 million cut by the House in 1996. Over 97 percent of the school districts in the country use these funds to keep violence and drugs away from students and our schools.
- * **Combatting youth drug use.** The number one goal of President Clinton's 1996 National Drug Control strategy is to motivate America's youth to reject illegal drugs and substance abuse. The first ever White House Conference on Youth, Drug Use and Violence in March 1996 launched a national media literacy and drug deglamorization campaign aimed at youth.

Guns:

- * **Fewer guns in the hands of our children.** President Clinton signed into law a youth handgun ban in his 1994 Crime Bill. The ban makes it a federal offense, with some exceptions, for an adult to transfer a handgun to a juvenile, or for a juvenile under the age of 18 to knowingly possess a handgun or handgun ammunition.
- * **Tracking illegal sales of guns to kids.** President Clinton initiated a crackdown on gun traffickers -- who peddle their arms to kids -- through a Federal Tracking System and law enforcement task forces. This will cut the supply of those firearms by helping to identify and prosecute traffickers.
- * **Zero tolerance.** In October 1994, President Clinton signed into law the Gun-Free Schools Act, and issued a Presidential Directive later that month to enforce "zero tolerance" in our schools -- you bring a gun to school, you don't come back for a year.
- * **Anti-gang and Youth Violence Control Act of 1996.** President Clinton sent this act to Congress to strengthen laws that will help stop the rise of youth violence and drug use, including expanded use of drug and gun courts.

Clinton Presidential Records Digital Records Marker

This is not a presidential record. This is used as an administrative marker by the William J. Clinton Presidential Library Staff.

This marker identifies the place of a tabbed divider. Given our digitization capabilities, we are sometimes unable to adequately scan such dividers. The title from the original document is indicated below.

Divider Title: Curfews

CURFEWS

"President Clinton believes that curfews when they are backed by a community of support and are part of a larger plan to help fight juvenile crime, can play an important role in keeping our children safe. While highlighting a successful New Orleans program, the President encouraged cities nationwide to look how curfews can help keep their children and their communities safe."



White House Press Release

Remarks By The President To Women'S International Convention Of The Church Of God In Christ

The White House

Office of the Press Secretary
(New Orleans, Louisiana)

For Immediate Release

May 30, 1996

Remarks By The President
To Women'S International Convention
Of The Church Of God In Christ

Ernest N. Morial Convention Center
New Orleans, Louisiana

11:55 A.M. Cdt

The President: I'm having such a good time I hate to interrupt it. (Laughter.) Please be seated.

Person In Audience: We love you, Mr. President.

The President: Thank you. Thank you. (Applause.)

Bishop Owens, you don't have to calm this crowd for me, I like it the other way. (Applause.) Mother Crouch, thank you for letting me come to your meeting. Now, I know whose meeting this is. (Applause.) And I know that this is supposed to be about the spirit, but if you will forgive me, this is also one fine looking crowd today. (Applause.)

Last night my wife called me to check in, as we always do when one of us is away from home, and she was on her way to California. And Hillary said, "Well, what are you doing tomorrow?" And I said, "Well, I'm going to the Women's Convention of the Church of God in Christ." (Applause.) And she said, "Well, you finally figured out where the power is." (Applause.)

The bishops will find a way to make me pay for that, I think, but I had a good time. (Laughter.)

I'm glad to be here with some other friends today. I brought two of Louisiana's Congressmen down here with me, Congressmen Bill Jefferson and Congressman Cleo Fields. I'm honored to be here with them. (Applause.) Many of these bishops here have had me in their churches -- Bishop Brooks, Bishop Patterson, Bishop Blake, Bishop Quick. I've been in their churches. My friend, Bishop Clark from Pennsylvania; Bishop Winbush. Bishop Hamilton gave us a good prayer and got us started off well. I thank Bishop Clemons, Bishop Haynes, Bishop Anderson, all the distinguished leaders of this great church.

I thank that Women's Mass Choir and Natalie Green. It's too bad she has no range to her voice, isn't it? (Laughter.) Let's give them another hand. She was wonderful and they were wonderful. (Applause.)

And I thank Bernard Johnson for coming out here on no notice to play. Bishop Owens and I were sitting there and I said, "Bishop, I love all this music, but where's that man that played the saxophone for me in 1993 in Memphis? I want to hear him again." (Applause.)

I want to say a special word of thanks, if I might claim a personal privilege to the two bishops here from my native state of Arkansas, without whom I might well not be here today -- Bishop L.T. Walker and Bishop D.L. Lindsey, thank you for your friendship for so many years and God bless you. Thank you. (Applause.)

I'm glad to be back in New Orleans. The last time I was here, I was riding in that pretty presidential limousine on Tchoupitoulas Street and we lost our hubcap. (Laughter.) And budget cutting got so bad in Washington, I was sent here to fetch it back. (Laughter.)

I think all of you who were there know that not only one of my best days as President, but one of the most memorable days in my life was when I met with you in 1993 at the 86th Annual Convocation in Memphis. (Applause.) I will never forget that as long as I live. Our good friend, Bishop Ford, was still living then and he was my friend and my confidant. (Applause.)

Back in 1993, in that magnificent church where Martin Luther King spoke his last sermon, I asked that we honor his memory by remembering what he lived and died for and by working to tackle the crushing problems of our young people. Since then, I am more certain than ever that there is not a problem in America -- and certainly not the problems our young people face -- that cannot be solved if we will take responsibility for them and work together to make things better.

As I have said so many times, when we Americans take responsibility and we work together, we always seem to succeed. But when we deny our responsibility and when we are divided, we defeat ourselves. Long before Abraham Lincoln said it, our Savior reminded us that a city or a house divided cannot stand. (Applause.) Today, I'd like to take up where I left off back in 1993 and talk about what we can do to help our children build better lives.

We stand on the threshold of a new century, indeed, a new millennium. It will be an age of great possibility and enormous challenge. I have worked hard to see that all our children enter that century with the opportunities they need to

make the most of their God-given abilities -- to stand against the forces of division and destruction, to stand for rewarding work and honoring families, reducing crime and protecting our environment, celebrating our diversity, not running away from it, and building a strong, secure, vital democracy that is still a model for the world.

I am pleased at the progress which has been made. Compared to four years ago, we have 8.5 million more jobs. We have the lowest unemployment rate among African Americans since the 1970s. (Applause.) We have 1.3 million families going from welfare to work, 1 million families moving from food stamps to self-sufficiency. (Applause.) The crime rate has gone down for four years. We are fighting for the minimum wage, and we've fought for other things to help families like the Family and Medical Leave Law and a tax program that would reduce the taxes of our hardest-pressed working families so they would have more money to raise their children on. Those things are making a difference. (Applause.)

And we've fought against some things as well. We've fought against budget cuts that were too harsh and Medicare in Medicaid and education and the environment, that would have raised taxes on working people and given people like me a tax cut. I was against that, but I'm for balancing the budget; we just ought to do it in the right way. (Applause.)

We have fought to mend affirmative action, but not to end it. It should not be ended until there is no need for it anymore, and I'm sorry to say there's still some need for it. (Applause.) We have fought to define religious freedom and the Constitution's requirement that the state should not impose any religious views on anybody.

We have fought to make it clear that our public schools don't have to be religion-free zones as long as nobody's imposing their view on anybody else. We've fought against racial discrimination in all its forms. And I tell you today, we are fighting hard to get to the bottom of this rash of black church burnings and to find out who is responsible and to prosecute them to the full extent of the law. (Applause.) We cannot let people of faith be persecuted by people of hate again in America. (Applause.)

That's all good, but it's not enough. We now we have to do more and we know we have to do it together. All around us, we see evidence of our society's need for renewed commitment for the moral leadership you provide. Yes, we do need more economic advancement, but that may not be our biggest need, for it is said in the Scriptures, and we must remember, that man does not live by bread alone.

Every day our children are bombarded by influences that would turn them from a positive, good path. You are here this week to talk in real terms about what you can do to build better homes and better communities and better schools and better tomorrows for our children. You are here to reach out -- not to curse the darkness, but to light a candle, put it on a candlestick and give that light to all of America's house.

And you are, for you are working every hour and every day to keep our children free from harm, free to grow up,

free to make the most of their own lives; laying the spiritual foundation that is now, because of this church's efforts, helping thousands of young boys develop into men of courage and character with programs like Rights of Passage and God's Male Choice. Teaching young boys and girls how to say no to sex and yes to the rest of their lives through the purity classes that you run in your churches. (Applause.) Strengthening families and futures by your efforts to increase the involvement of parents in their children's schools and education.

I thank you for this more than any of you can imagine. I want the rest of America to know what you are doing, and I want the rest of America to do what you are doing. That is what we have to do together. (Applause.)

I want our country to reject the voices of division and hatred that would weaken our nation, to walk away from the cynicism which is the chief excuse for inaction, to work together for solutions. There is no more powerful force in this country than the force of conscience and commitment. And that is the force we all feel in this room today.

All of us must step up to the challenges our children face. As I said, I have worked hard to help them where government can help. I am glad that African American unemployment is in single digits for the first time since the Vietnam War; that during the past four years more than 100,000 African American businesses have been created. I am proud that homeownership is at a 15-year high, with record increases in homeownership among African Americans. But all of the homes in the world don't mean a thing if the children can't play outside in the yard or on the street in front of them. (Applause.)

I'm glad that more of our children are taking more challenging courses and that we are seeing at long last some improvement in the performance across the country in many of our educational areas. But all the schools in the world don't mean a thing if children are afraid to walk to and from those schools. All of the opportunity and hope that comes from a job, that doesn't mean much if our children are raised in fear, seduced by the false allure of drugs or crime or gangs, into a world of distorted values and diminished hope and ultimate disappointment.

We simply cannot go into the 21st century with children having children, children killing children, children being raised by other children, or raising themselves on the streets alone. (Applause.) That is not the America I grew up in, not the America you grew up in, not the America we can pass on to our children and their children. (Applause.)

Let me say again what I have said many times to my countrymen and women across this land. Sometimes, I think people just give up on these problems. You haven't given up. So if we send one message out today, let's tell America: We refuse to accept that crime and drugs and rampant teen pregnancy and children being killed and dragged down and destroyed are things that we can't do anything about. We can do something about it. You are doing something about it. Our country must do more about it. (Applause.)

In Washington, that's why I worked so hard to pass the Crime Bill, to put 100,000 police officers on the streets.

The sheriff here of Jefferson Parish is pointing out how much the crime rate in New Orleans had gone down because they use these people not just to catch criminals, but to prevent crime, to work with neighbors, to work with children, to find things that will help us to identify people who are problems and not only catch criminals, but stop it from happening in the first place. And that's why I am committed to keeping on until we have every one of those 100,000 police officers in a uniform walking the street, getting the crime rate down, making people feel safe.

That's why we took on the interest in Washington that we're so powerful in the gun lobby to try to take guns out of the hands of criminals -- taking 19 kinds of assault weapons off our street, passing the Brady Bill that requires a waiting period to buy a handgun.

You know, some people in our country were told that if those bills passed, they would lose their hunting weapons. Well, we now have quite a few seasons and we've hunted everything you can imagine in America, and everybody that wanted to is still hunting with the weapon they had the day I signed those bills. There's only one group of people that don't have the weapons they wanted -- 60,000 people with criminal records who couldn't get handguns because the Brady Bill passed. And it's a good thing. (Applause.)

That's why I supported zero tolerance for weapons in our schools and community based programs not only to punish criminals, but to prevent crime in the first place; to help our kids stay out of trouble; to give them something to say yes to as well as something to say no to. I think people ought to be able to say yes to jobs in the summertime, yes to staying in schools after hours if they don't want to be on the street, yes to adult supervised recreation, yes to things that will enrich their lives and give them a good group to hang out with. I think that is important.

And yes, I am pleased with the progress. I'm glad that the crime rate is down. I'm glad the welfare roles and the food stamp roles are down. I'm glad the teen pregnancy rate is finally coming down. But the truth is, it's not good enough. Because even though the crime rate's coming down in America as a whole, random violence among people under 18 is going up. Even though drug use is coming down, random careless use of marijuana among people under 18 is going up. And, unbelievably enough, after 20 years of working at it, smoking among teenagers is going up as 3,000 young people a day take up a habit that will end 1,000 of their lives earlier than what otherwise would have happened.

So there are a lot of challenges still out there.

And we need you. We also need you to reach them. How many mothers, I wonder, in this country hold their breaths in fear when their kids leave home? How many wonder whether their kids will be shot by a gang or pressured to buy drugs or robbed of their money or beat up because of their clothes? This is no way to live.

It has not always been this way. We have shown we can make progress. It does not have to be this way. We do not have to tolerate it. But we all have to be willing to do something about it. (Applause.)

There are some more things we can do in Washington. We ought to ban those cop-killer bullets that pierce the bullet-proof vests our law enforcement officers wear. They're not needed to shoot anything in the woods. (Applause.) We ought to do more to preserve the safe and drug-free school program so that every school will be able to do things like stay open later or open earlier, or bring in the Dare officers or others that are helping our children and supporting the work our parents are trying to do.

We ought to have welfare reform that moves people from welfare to work, but there ought to be enough child care support in there so that the kids aren't hurt, and supervision of children is not sacrificed. (Applause.) And we have to do more to inspire every community to protect our children.

I challenged one million citizens the other day across America to join the anticrime patrols in their community. There are 20,000 anticrime groups in America today. If every one of them could just get 50 more folks to show up and help prevent crime, that would be one million Americans, and it would change the future and increase the safety of our children. They deserve that.

We are taking steps to give parents more control over the things that influence their children. We've passed legislation that requires parents be given in new television sets something called the V chip so that you can screen out Tv programs you think are inappropriate for your young children to watch, and the entertainment industry is helping by providing a rating system. (Applause.)

We're taking steps to prohibit advertising being specifically directed toward young people with cigarettes because of the dangers that that is causing that I mentioned. We're trying to help communities do what they can to bring more order and discipline and structure into their children's lives. One of the things that we have supported is giving every community in America the option -- not the requirement, but the option -- to consider whether schools ought to have a uniform dress policy and have uniforms for the students.

Let me tell you, I was out in Long Beach, California the other day, the third largest school district in California, where they adopted a uniform policy and they let the kids and the teachers pick what their uniform was going to be in every school. They got up a little fund for the children who couldn't afford their own uniforms. And I listened to the children talk about what had happened. I listened to one young man say that his school picked a green and white uniform because that would clearly show to everybody that they weren't in any of the gangs around since none of them used those colors, and now the children will walk to and from school in safety.

I listened to a young girl say that the uniform policy had not just been good for the poor children in school, it had been good for the wealthier children and the middle class children because they stopped judging each other by what they had on, instead by what was inside. (Applause.) And nobody gets rolled anymore because of their jacket or their shoes.

Now, people ought to have the option to see if that works. All I know is there is more order, more learning, less violence and the kids feel better.

Today, as the summer approaches, I want to talk to you about another idea that New Orleans has made the most of, and that's community-based **curfews**, to keep young people off the street. These are just like the old-fashioned rules most of us had when we were kids. (Applause.) "When the lights come on, be home, Bill." (Laughter and applause.) How many of you were told that? When the lights come on, be home. They're designed to help people be better parents. They help keep our children out of harm's way. They give parents a tool to impart discipline, respect and rules at an awkward and difficult time in children's lives.

Different cities have different ways of enforcing their **curfews**. Some of them take a kind of a punitive approach. Some of them, even a few have gone so far as to find parents if the kids aren't home. But some have done much to go the other way to say that the parents can decide whether they want the **curfews** to apply to their children; they just have to tell the police and decide.

But the evidence shows that wherever these **curfews** are in place, they are working. The Justice Department in Washington has just completed a study of seven of these programs that are up and running -- in Dallas, in Phoenix, in Chicago, in Denver, in Jacksonville and in North Little Rock, Arkansas. They also looked at one that works perhaps the best right here in New Orleans. And I want to thank Mayor Morial and law enforcement officers who are here today. Where's the Mayor? Stand up, Mayor. (Applause.) Our host Mayor.

He is here with his police chief, Richard Pennington, and Deputy Chief Ronald Ducette, who is in charge of juvenile enforcement, with two pastors I want to talk about in a moment -- Reverend Harold Mayberry and Reverend Kenneth Thompson, with the Sheriff of this parish, Harry Lee, and the FBI Special Agent, James De Serno (phonetic). And the most important thing of all is, he brought two of the young people that have been in his program. I'd like to ask them to stand if they're still here, Shelita Smith and Anthony Anderson. I think they're here. (Applause.) Where are they? Right over there. Let's give these young people a hand here. (Applause.) And the pastors, stand up. Let's give the pastors a hand. Thank you. (Applause.) And the law enforcement officers. (Applause.)

Now, let me tell you what all these folks are part of here. New Orleans, when I became President, had one of the highest crime rates in the country -- very high rates of violence of all kinds. They were worried about the rampant increase in juvenile crime. But this Mayor and an army of concerned parents said, enough is enough, we have to do something about this.

They put in place, in this city that is famous for its nightlife, a dusk to dawn **curfew** -- 8:00 p.m. on school weeks, 9:00 p.m. in the summertime, 11:00 p.m. on the weekends for people under 17. Now, it basically says, if you're young, after a certain amount of time you ought to be home and not on the street where you can get shot or fall in with a bad crowd. (Applause.)

Now, you want to know if it works? During the very first year, youth crime dropped by 27 percent during the **curfew** hours, armed robberies dropped by a third, auto thefts fell by 42 percent. This is working. (Applause.)



But I want to tell you the most important thing about it, because this is consistent with your mission in the Church of God and Christ. Maybe the most important thing is what do they do with people who they find out after **curfew**? Dozens of police officers hit the street to enforce the **curfew**, but they picked up children and didn't send them to jail. Instead, they took them to a central **curfew** center staffed with counselors, doctors and nurses and police officers and, most important, an energetic and committed local religious community represented by those two fine pastors I just introduced. (Applause.)

A local group of ministers called -- listen to the name -- All Congregations Together has several ministers at the **curfew** center to counsel young people and their parents or guardians, and I met with these folks earlier, as I said. I'm very grateful to them.

I also was told the story of one city council member who worked in the **curfew** center who found a seven-year-old child picked up from the streets shivering from fear. He was having trouble walking up the stairs, so she just picked him up and carried him up. She said, "Do you want to sit down?" And the boy said, "No." "Well, what do you want?" she said. "I want you to hold me," he replied. That's what a lot of these kids need -- somebody to care, somebody to hold on. (Applause.)

I'm sure that a lot of the teenagers think this **curfew** is too strict. It was a long time ago, but I can still dimly remember what it was like to be that age. But they must also know that it's a dangerous world out there, and these rules are being set by people who love them and care about them and desperately want them to have good lives.

And there is one thread that seems to run through all of these **curfew** programs across the country, and that is, once they are put in, the most intense supporters of the **curfews** are young people who know that they are too often at risk of being victims of violent crime. They want our protection and we ought to give it to them. (Applause.)

So today, I directed the Attorney General to distribute this report we did on **curfews** that are working, to mayors and community leaders all across this great country. We want to share what is working -- not to tell every place they need it; maybe they don't -- but at least to let them know that it's out there, that it's a tool, that people have made it work, that children's lives have been saved and their futures have been rescued.

We've read enough of the other kind of stories; it's time to read some of the good stories. I want everybody to know about the school uniforms in Long Beach and the **curfew** in New Orleans. I want people to know that if we work together and we put our children first, we can make a difference and rescue their lives. That's what I want people to know. (Applause.)

This past January I had the great honor of speaking at the funeral of my friend and one of this country's most eloquent women, the great Barbara Jordan. She devoted her entire life making sure this country lived up to its promise, and she once said, and I quote, "We must address and master the future together. It can be done if we restore the belief that we share a sense of national community, that we share a common national endeavor. It can be done."

Ladies and gentlemen of this great church, my fellow Americans, can there be any greater national endeavor than saving our children, saving all of our children? Don't we have to remember -- you know, a lot of people in public life love to quote the Scripture and all of us probably do it selectively. But there are hundreds of admonitions in the Bible, hundreds, to take care of the children, especially the poor children: Even as

you have done it unto the least of these, you have also done it unto me. If that was true for Jesus, surely it must be true of America.

So I say to you, I honor your commitment, I honor your actions. We must honor these actions I have cited today, but most of all, we must believe that if we will take responsibility for these children, and if we will work together, it can be done. (Applause.)

God bless you all, and God bless America.
(Applause.)

End

12:25 P.M. Cdt



To comment on this service: feedback@www.whitehouse.gov

CITY OF CLEVELAND MEMORANDUM

Michael R. White, Mayor



To

Rocco M. Pollutro, Chief
Division of Police

Date

June 18, 1996

From

M. Flask, Deputy Chief
Field Operations

Subject

Summer Curfew Program

All District Commanders shall be responsible for the implementation and execution of a Summer Curfew Program in their respective districts. Summer Curfew Programs in the districts shall commence June 19 and continue through September 30, 1996.

Each district will deploy a zone car from the fourth platoon staffed by two officers to exclusively enforce curfew violations between darkness and the completion of their tour of duty, seven days a week. City parks and all recreation facilities as well as locations that have been identified as potential problem areas shall be afforded special attention by all officers assigned to the district. When Zone, SR, or Support Unit cars are not on directed assignments, they shall provide attention to these areas and log that activity in their daily duty reports. All Support Unit personnel shall be made aware of the identified areas of concern. Intensified attention should be afforded these locations and positive police actions taken to address the problems noted.

Attached are copies of GPO's 9-82, and 13-93. District personnel shall be reinstructed as to the contents with emphasis on the issuance of minor misdemeanor citations to parents or guardians of the offending juvenile. Whenever a juvenile is arrested for unrelated criminal offense and is in violation of the Curfew Ordinance, they shall also be charged with and filed on for the curfew violation with the parents or guardian cited. There shall be no exceptions to this order.

page 1 of 2

Attached is a copy of the form to be utilized for weekly reporting. This report shall be forwarded to the Field Operations office denoting the weeks's activity. The first report shall cover the period of June 19 through June 22, 1996, and be forwarded on Monday, June 24, 1996. Thereafter the reports shall be forwarded each Monday covering activities for the previous week. The fourth platoon supervisor shall have the responsibility to ensure proper documentation is prepared.

Personnel assigned to Mini-Stations operating within the districts shall monitor activities in their area of responsibility and take the necessary actions to eliminate the violations noted. The District Commanders shall be notified of any locations where problems may develop.

MF:de

Attachments

cc: All District Commanders
Commander Bratz



GENERAL POLICE ORDER CLEVELAND POLICE DEPARTMENT



DATE OF ISSUE: October 13, 1993	EFFECTIVE DATE: October 18, 1993	NUMBER: 13-93 /
SUBJECT: Procedures Re: Curfew Citations/Adult Violators Municipal Ord. 605.14, 605.141 & 605.142		NO. PAGES 1 of 3
CLASSIFICATION: Field Ops 4.02.2 Criminal Investigations	AMENDS:	RESCINDS:
RELATED ORDERS: GPO 9-90, 9-82 & 12-93 DN 82-68	CHIEF OF POLICE: <i>Edward Kowalewski</i>	

I. Purpose

To introduce procedures for the proper completion of the Minor Misdemeanor Citation issued to adult violators of the Minor's Curfew Law and the Day Curfew Laws.

II. Policy

It is the Policy of the Cleveland Division of Police to vigorously enforce Municipal Ordinance Section 605.14 Minor's Curfew and Sections 605.141 & 605.142 Day Curfew Laws as the most effective means of combating the problems of juvenile crime and delinquency, as well as, to better protect children from adult offenses against them. Refer to GPO 9-82 and GPO 12-93.

The primary thrust of curfew enforcement shall be directed towards the parents and/or legal guardian of the minor child.

III. Procedures

To direct personnel in the proper completion of Minor Misdemeanor Citations issued to adult violators of the Minor's Curfew Law, Section 605.14, and the Day Curfew Laws, Sections 605.141 & 605.142, the following procedures shall be followed:

A. Minor Misdemeanor Citation

1. Place an "X" in the block next to Minor Misdemeanor Citation.
2. Leave these lines blank.
3. Enter all identifying information on adult violator, including the adult violator's physical description.

Other ID: Enter information from another ID as an alternative to a driver's license, where a driver's license is unavailable.

NOTE: The citation is issued to the adult violator and shall include only the adults information and not that of the minor child.

P.O. Linda Lee #129
10-13-93

43075916

CLEVELAND POLICE DEPARTMENT

State of Ohio
Cuyahoga County
City of Cleveland

A 63603

- ① ☐ WARRANT SUMMONS CASE NO. _____
☒ MINOR MISDEMEANOR CITATION WARRANT NO. _____
☐ SUMMONS DATE COMPLAINT FILED _____ ②

NAME John Doe
 STREET 0000 Lorain Ave.
 CITY Cleveland STATE Ohio ZIP 44102
 SS NO. 000-00-0000 Birthdate: Mo. 00 Day 00 Year 00
 DR LIC. NO. AA000000 STATE Ohio EXP. 00-00
 OTHER ID. TYPE _____ NO. _____ EXP. _____
 EMPLOYMENT John's Junk ADDRESS 0000 Lorain
 BUS PHONE 000-0000 HOME PHONE 000-0000

M	6'0	180	BRN.	BRN.	W
Sex	Hgt	Wgt	Hair	Eyes	Race

Warrant Check No. ④

- ⑤ TO THE DEFENDANT: COMPLAINT
Ptl. Joe Smith having been duly cautioned and sworn
 deposes and says that, on or about September 25, 1993 at 11:30 AM
 in W. 54 + Bridge Ave., City of Cleveland, State of Ohio.

YOU DID COMMIT THE FOLLOWING VIOLATION:

- ⑥ DESCRIPTION OF OFFENSE Allowed minor son, John Doe Jr.,
to be upon the street or sidewalk or
other public place between the
hours of 11 pm and 5 am

- ⑧ Section no. 605.14 ☒ Cleveland Municipal Code ☐ Ohio Revised Code ⑦

2	211	0000	0000
Dist	Car no.	Badge no.	Badge no.

Joseph Smith ⑨

- ⑩ Sworn and subscribed before me this 26 Day of Sept., 1993
☐ EVIDENCE Kerri Dunlap, Sgt ⑪
☐ PHYSICAL ARREST

TO THE DEFENDANT: SUMMONS

- ⑫ ☒ You are summoned and ordered to personally appear at the Cleveland Municipal Court, time and place as indicated below:

CLEVELAND MUNICIPAL COURT
 1200 Ontario 3rd level
 Cleveland, Ohio

- ☐ ROOM B - TRAFFIC ☒ ROOM C - MISDEMEANOR ⑬
 ⑭ ON Oct. 9, 1993 at 9:00 A.M.

- ⑮ ☒ If this block is checked you may within seven (7) days appear personally at the office of the Clerk of Court listed below and, upon signing a Guilty Plea and Waiver of Trial, pay the appropriate fine, thereby avoiding the court appearance indicated above.
 If you wish to contest this matter you must appear at the above time and place.
 Served on the Defendant this date: Sept 25, 1993 ⑯

I acknowledge I have received a copy of this summons and agree either to pay out if permitted or appear in Court on the day indicated.

I UNDERSTAND THAT MY FAILURE TO APPEAR AS ORDERED WILL RESULT IN THE ISSUANCE OF A WARRANT FOR MY ARREST.

Not an admission of guilt
 Defendant's signature John Doe Date 9-25-93 ⑰

COURT RECORD

REV. 1-87

GENERAL POLICE ORDER

No. 9-82

HEADQUARTERS April 27 1982

SUBJECT: CURFEW ORDINANCE

TO THE OFFICERS AND MEMBERS OF THE DEPARTMENT

Commanding Officers shall reinstruct the officers under their command of the provisions of City Ordinance 605.14 (Curfew). Its provisions declare that both the minor and parent or guardian are liable for violations and subject to prosecution.

In brief these provisions are:

- (A) It shall be unlawful for any minor
- (1) Of 12 years of age or under
 - (a) to be upon the streets or sidewalks or in a park or any other public place, during the period from darkness to dawn.
 - (2) Of 13 years of age to 16 years of age, inclusive
 - (a) to be upon the streets or sidewalks or in a park or any other public place between the hours of 11:00 P.M. and 5:00 A.M.
 - (3) Of 17 years of age
 - (a) to be upon the streets or sidewalks or in a park or any other public place between midnight and 5:00 A.M.

UNLESS accompanied by a parent, guardian, or some responsible person over the age of 21 years or a member of his family 18 years or older.

NOTE: If the child is out with a neighborhood friend, that friend must be 21 years of age; however, if he is out with a member of his family the age requirement is only 18 years or over.

GENERAL POLICE ORDER

No. 9-82

HEADQUARTERS April 27 1982

SUBJECT: CURFEW ORDINANCE

Page two

- (B) It shall be unlawful for a parent or guardian of a minor to allow such a child upon the streets or sidewalks unless accompanied as required.

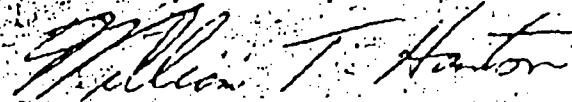
Penalty: Any parent or guardian who violates this section is guilty of permitting curfew violations, a minor misdemeanor.

Full enforcement of this Ordinance is one of the most effective means of combating the problem of rising juvenile crime and delinquency rates. Besides curtailing the disorderly and criminal activities of groups of juveniles, as to whom particular attention must be directed, juveniles are better protected from adult offenses against them.

Departmental Notice 82-68 will provide guidelines on the implementation of this Ordinance.

General Police Orders 8-81, 23-80 and 22-80 are hereby rescinded.

By order of,



WILLIAM T. HANTON
CHIEF OF POLICE

Clinton Presidential Records Digital Records Marker

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This marker identifies the place of a tabbed divider. Given our digitization capabilities, we are sometimes unable to adequately scan such dividers. The title from the original document is indicated below.

School Uniforms

Divider Title: _____

SCHOOL UNIFORMS

"President Clinton has encouraged schools to adopt school uniform policies, which promote discipline and respect. The Administration has developed a guide for schools to assist them in establishing these policies, which is being distributed to 16,000 school districts."

Clinton Presidential Records Digital Records Marker

This is not a presidential record. This is used as an administrative marker by the William J. Clinton Presidential Library Staff.

This marker identifies the place of a tabbed divider. Given our digitization capabilities, we are sometimes unable to adequately scan such dividers. The title from the original document is indicated below.

Truancy

Divider Title: _____

TRUANCY

"Truancy prevention initiatives have been shown to keep more children in school and dramatically reduce daytime crime, so the President has issued a guidebook to school districts nationwide which outlines the central characteristics of a comprehensive truancy prevention policy and highlights model initiatives in cities and towns across the country."

Memorandum

DATE: June 13, 1996

TO: Dennis Burke

FROM: Dave Bonfili 

RE: TRUANCY FACT SHEET

Truancy is growing in school districts across the country. The problem is particularly severe in major metropolitan areas. Many cities and states are strengthening anti-truancy measures in an attempt to deal with this problem. The following is an outline of some of the policies being considered or utilized, the effects they have had, and the criticisms they have engendered.

GENERAL FACTS/STATISTICS:

- Definitions: In some cases, 'truancy' refers to a single absence from school. In others, it refers to a fixed period of absence (ex.: In PA, a student is considered truant after 10 unexcused absences). Also, note that some cities refer to their truancy policies as "daytime curfews."
- On an average school day, 3,500 students are absent in the Pittsburgh city school system (around 12% of the pupil population). At the high school level, the rate is as high as 20%. About 70% of these students are thought to be truant (Pittsburgh Post-Gazette, 6/9). In Orange County, CA, this figure is 420,000 (around 3%) (Orange County Register, 6/6). In Kansas City, MO, about 20% of high school students and 14% of middle school students are absent daily. In St. Louis, 30% of students are absent daily. Meanwhile, state attendance averages for MO are around 90% (Kansas City Star, 6/5). Connecticut's truancy rate is 10.4% (NYT, 4/14).
- NYC has seen a 30% drop in juvenile crime in the last three years. A deliberate decision was made there in favor of a truancy program over a curfew program b/c, as former Police Commission William J. Bratton says, "It was felt we could get a bigger bang for the buck with a truancy program." (NYT, 6/3). In New York City in 1994-1995, 15,684 truant students were caught. An analysis of data from Oct. 3, 1995 to Dec. 22, 1995 reveals that: roughly 4% of all truants are repeat offenders; males are in the majority by a 2:1 ratio. Of 6,554 truants picked up in the fall semester, only 129 were from private schools. Officials say that their April 1994 truancy program has been effective: Between 1992-93 and 1994-95, daily attendance rose from 88.9% to 89.6% in elementary schools, 85.2% to 87.0% in middle schools and 78.8% to 79.6% in high schools (Daily News, 1/15).
- In Kansas City, once students are off school grounds, district officials have no authority to bring them back. State law mandates that anyone younger than 16 be returned to school by police but "invariably they're suspended and they're back on the street legally," according to Al Eubank, supervisor of the Kansas City Police Department's juvenile section. Truant students tend to collect in parks, homes, or fast food restaurants. Most mall managers, on the other hand, prohibit school-age children before 3:00pm (Kansas City Star, 6/5).
- In San Francisco, state law says that minors must attend school but police officials say there is no way to enforce that rule (SF Chronicle, 6/5).
- Monrovia, CA became the first city in the nation to introduce a daytime curfew in 1994. Since then, daytime crime has dropped 35% and school truancies fell by 42%. Because each student who stays in class instead of skipping nets the school district about \$25/day, district officials estimate the truancy program

has generated a bonus of \$220,000 for the 6,100-student Monrovia Unified School district (Orange County Register, 6/7).

- Duarte, CA introduced a daytime curfew in 1995. Between September and March, the sheriff's office issued 176 citations for truancy. Duarte had 60 pickups/month in September and only 10 by April. 80% of cited students haven't been caught again. High school attendance rates rose and juvenile crimes such as burglaries and vandalism dropped by 30 percent (Orange County Register, 6/7).
- In Los Angeles, CA, an attendance impact report is due by midsummer. However, the chief of the district's police force reports that, "There have been nothing but rave reviews from the schools and the communities . . . the child must show (in court) with a parent and 99 percent do. Many had no idea their children had a truancy problem." (SF Chronicle, 6/5).
- Harry L. Shorstein, State Attorney for Jacksonville, FL has found that truancy laws are much more effective than curfews. Of the first 100 serious habitual juvenile delinquents he incarcerated under a major new program in 1992, 93 were habitual truants (Hartford Courant, 6/4).
- At one school participating in the regional Regency Truancy Prevention Project in CT attendance rates rose from 88% to 94%, the highest in its district. The home-school coordinator of one participating school notes that, "A few years ago a little girl was murdered in Bridgeport during the time she was supposed to be in school. We don't want to see that ever happen again, and this program is one of the ways to prevent that."

POLICY DETAILS:

- New York, NY (Daily News, 1/15): Under the Truancy Intervention and Turnaround Program, specially assigned police officers search for truants on the streets from 9:30am to 1:00pm on school days. Truants are brought to school-based truancy centers where officers contact the student's home school and parents. Students are returned and must meet with a guidance counselor, attendance teacher or other support staff. They aren't suspended.
- Redondo Beach, CA (LA Times, 6/11): Police Officer can cite a truant student to appear in Juvenile Traffic Court, assign up to a \$500 fine or assign community work. Effective between 8:30am and 1:00pm.
- Pittsburgh, PA (Post-Gazette, 6/9): Possible truancy penalties include jail time and fines for parents, community service, driving restrictions and counseling for students. Fines are \$2 for the first absence and \$5 for each additional plus court costs of \$35.50.
- Orange County, CA (Orange County Register, 6/7): Proposal to establish day curfew from 8:00 to 2:00. Possible first offense penalties include a court appearance, a \$100 fine, community service and counseling sessions with parents. Intended implementation date: September, 96.
- Monrovia, CA (Orange County Register, 6/7): Truants go to Juvenile Traffic Court after the first offense; if guilty, they can choose between a \$135 fine or 27 hours of community service.
- Durante, CA (Orange County Register, 6/7): Truants are sent to Saturday school for the first and second offense. After the third offense, students are sent to court; penalties include fines or community service.
- San Francisco, CA (San Francisco Chronicle, 6/5): Current plan has not been effective. Mandates that a truant student go through a series of warnings and counseling sessions which often takes months and includes each truant student seeing a teacher, counselor, administrator, parent, staffer from the Dropout Prevention Office, member of the Dropout Prevention Administrative Panel, member of the Student Attendance Review Board and (if the case gets that far) someone from Juvenile Court or the Dept. of Social Services).

- San Francisco, CA (SF Chronicle, 6/5): Under SF's new proposal, truants are cited for loitering and escorted back to school where they receive a notice from Juvenile Traffic Court. First offense is an unspecified small fine (in LA, the max. fine is \$675). This penalty is suspended if student attends 45 consecutive days of class. If truancy persists, students can be ordered to attend weekend, evening, or summer school. Parents could also be ordered to take a parenting class. Finally, drivers licenses can be delayed or revoked.
- Enfield, CT (The Hartford Courant, 6/4): Parents can be arrested for "educational neglect" and fined \$25/absence; further, students caught smoking on school grounds can be issued a summons carrying a \$60 fine.
- Connecticut (NYT, 4/14): Regency Truancy Prevention Project (supported by a \$50,000 grant from the Fairfield County Community Foundation and administered by Action for Bridgeport Community Development) stresses strong parental and community involvement to reach out to chronic truants in Kindergarten through fifth grade in the Bridgeport-Stamford-Norwalk area. Trained teams of school staff and volunteer parents keep tabs on chronic truants and follow up with phone calls, home visits and positive reinforcement to get students to return to school. Strong parental involvement is considered key.
- Connecticut (NYT, 5/7): A "Learnfare" proposal by Gov. John G. Rowland (R) which would have withheld welfare checks from families whose children skip school stalled when a task force he organized concluded that there is no evidence that children from welfare families skip school more than other children. The panel also noted that the accuracy and consistency of school attendance data varies widely. Findings were based in part on two Wisconsin studies which concluded that a state-wide Learnfare program had no impact on truancy (WI was the first state to institute Learnfare in 1988).

CRITICISM OF POLICIES

- Civil libertarians worry that police may use daytime curfew to harass minority students with legitimate excuses (work-study programs, year-round schools on break, etc.) (Orange County Register, 6/6).
- Some critics say the judicial process is too slow to teach kids a lesson (Orange County Register, 6/6).
- Others note that most crimes occur between 3:00pm and 6:00pm, hours which fall in the window between truancy and curfew laws.

FUTURE AREAS OF INQUIRY

- Until what age are students required to attend school in each of the 50 states (PA, for ex., is 18 while MO is 16)? And until what point are parents held responsible?
- Exactly how many states have truancy laws? How many cities? And when were they implemented?
- What has been the impact on court systems where truancy laws mandate first-offenders go to Juvenile Traffic Court? How does this compare to systems in which only second or third offenders go to court? And how does policy effectiveness under both models compare?
- Might want more details on the NYC Truancy Prevention Project and the Connecticut regional Regency Truancy Prevention Project.
- Could contact Monrovia, Durango, and NYC for more statistical information. Also, is it possible that Dept. Ed. has any national stats?
- Professional journals remain an untapped source for further information.

July 1, 1996

From: Dave Bonfil
To: Dennis Burke

Subj: COMMENTS ON FINAL DRAFT OF TRUANCY MANUAL

1. In light of the collaborative nature of this project and the various territorial issues involved, the final draft of the Truancy Manual is better than expected.

2. Most of our substantive concerns regarding deletions were respected (imprisoning parents is gone from the 'parental incentives' section and suspending truants is gone from the 'firm sanctions' section). On the other hand, our objections concerning ordering and additions were given less consideration. Specifically:

A. Probably the most significant weakness of the report is the mushy, touchy-feely, relatively-substanceless first section under policy elements: "1. Involve parents in all truancy prevention activities." The fact that this section says a little less than nothing might dissuade the average reader from continuing on in this section. Frankly, if Ed. was wedded to the idea of putting a section on parents first, they could have dropped this section entirely and replaced it with section 3: "Create meaningful incentives for parental responsibility." which ought to have at least been combined with section 1 to begin with.

B. Another (continuing) substantive objection is to the section on involving local law enforcement remaining last in the list of basic policy elements. Of course, that's probably a factor of our own territorialism.

C. Also, Ed. refused once again to add a more complete narrative section to the description of each model programs. Admittedly, given the time constraints, this might not have been reasonable.

3. Overall, with the notable exception of reprioritizing the basic elements section, our input appears to have been considered and incorporated. As far as I can tell, the potential landmines have been eliminated; nothing that remains appears particularly offensive. In my opinion, the final manual is acceptable if somewhat less than ideal.

U.S. Department of Education



Michele Cavataio

Office of the Deputy Secretary

600 Independence Ave., SW • Washington, D.C. • 20202-0500



(202)401-1000



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To: Rahm Emanuel 456-6423
Steve Neuworth 456-1647
Kent Marcus 514-1724
Dennis Burke 456-7028

Total # of pages including cover sheet: 14

Recipient Fax: _____

Shirley O'Connor
658 20

Memo:

LAST CHANCE TO REVIEW — BY C.O.B. TODAY

PLEASE KEEP COMMENTS TO MAJOR
SUBSTANTIVE DISAGREEMENTS (ALTHOUGH
THERE SHOULDN'T BE ANY BECAUSE I
TRIED TO INCORPORATE MOST OF YOUR
COMMENTS).

ALSO, THE TITLE MAY CHANGE TO
"MANUAL ON TRUANCY"

THANKS!

Michele



MANUAL ON TRUANCY AND YOUTH CRIME



Prepared by the U.S. Department of Education in
cooperation with the U.S. Department of Justice



The Problem of Truancy in America's Communities

Truancy is the first sign of trouble; the first indicator that a young person is giving up hope and losing his or her way. When young people start skipping school, they are telling their parents, school officials and the community at large that they are in trouble and need our help if they are to keep moving forward in life.

Research data tells us that students who become truant and eventually drop out of school put themselves at a long term disadvantage in becoming productive citizens. High school dropouts, for example, are two and a half times more likely to be on welfare than high school graduates. In 1995, high school dropouts were almost twice as likely to be unemployed as high school graduates. In addition, high school dropouts who are employed earn much lower salaries. Students who become truant and eventually drop out of high school too often set themselves up for a life of struggle.

Truancy is a gateway to crime. High rates of truancy are linked to high daytime burglary rates and high vandalism. According to the Los Angeles County Office of Education, truancy is the most powerful predictor of juvenile delinquent behavior. "I've never seen a gang member who wasn't a truant first," says a California District Attorney. Truancy prevention efforts should be a part of any community policing effort to prevent crime before it happens.

During a recent sample period in Miami more than 71 percent of 13 to 16 year-olds prosecuted for criminal violations had been truant.

In Minneapolis, daytime crime dropped 68 percent after police began citing truant students.

In San Diego, 44 percent of violent juvenile crime occurs between 8:30 a.m. and 1:30 p.m.

While no national data on the extent of truancy exists, we know that in some cities unexcused absences can number in the thousands each day. In Pittsburgh, for example, each day 3,500 students or 12 percent of the pupil population is absent and about 70 percent of these absences are unexcused. In Philadelphia, approximately 2,500 students a day are absent without an excuse.

In Milwaukee, on any given school day, there are approximately 4,000 unexcused absences.

Reducing truancy is one of the first ways that a community can reach out quickly to a disaffected young person and help families that may be struggling with a rebellious teenager. This guide seeks to offer parents, school officials, law enforcement agencies and communities a set of principles to design their own strategies to combat truancy and describes successful models of how anti-truancy initiatives are working in communities across the nation.

Users' Guide to Deterring Truancy

Each school and each community need to decide which steps to take to reduce truancy. These decisions should be made with the active involvement of parents, educators, law enforcement personnel, juvenile and family court judges, and representatives from social service, community, and religious organizations.

The communities that have had the most success in deterring truancy not only have focused on improving procedures — such as those that accurately track student attendance — but each also has implemented a comprehensive strategy that focuses on incentives and sanctions for truants and their parents. Below are five primary elements of a comprehensive community and educational strategy to combat truancy.

1. Involve parents in all truancy prevention activities

Parents play the fundamental role in the education of their children. This applies to every family regardless of the parents' station in life, their income, or their educational background. Nobody else commands greater influence in getting a young person to go to school every day and recognizing how a good education can define his or her future.

For families and schools to work together to solve problems like truancy, there must be mutual trust and communication. Many truancy programs contain components which provide intensive monitoring, counseling and other family-strengthening services to truants and their families. Schools can help by being "family-friendly" and encouraging teachers and parents to make regular contact before problems arise. Schools may want to consider arranging convenient times and neutral settings for parent meetings, starting homework hotlines,

training teachers to work with parents, hiring or appointing a parent liaison, and giving parents a voice in school decisions.

2. *Ensure that students face firm sanctions for truancy*

School districts should communicate to their students that they have zero tolerance for truancy. State legislatures have found that linking truancy to such items as a student's grades or driver's license can help reduce the problem. Delaware, Connecticut, and several other states have daytime curfews during school hours that allow law enforcement officers to question youth to determine if their absence is legitimate. In a few states, including New York, a student with a certain number of unexcused absences can be failed in his or her courses. A Wisconsin judge may, among other options, order a truant to attend counseling or to attend an education program designed for him or her.

3. *Create meaningful incentives for parental responsibility*

It is critical that parents of truant children assume responsibility for truant behavior. It is up to each community to determine the best way to create meaningful incentives for such parents to ensure that their children go to school. In some states, parents of truant children are asked to participate in parenting education programs. Some other states have determined that parents who fail to prevent truancy can be subject to formal sanction or lose eligibility for certain public assistance. Communities can also provide positive incentives for responsible parents who ensure their child's regular school attendance. Such incentives can include increased eligibility to participate in publicly funded programs. Local officials, educators and parents, working together, can make a shared commitment to assume responsibility for reducing truancy — and can choose the incentives that make the most sense for their community.

4. *Establish ongoing truancy prevention programs in school*

Truancy can be caused by or related to such factors as student drug use, violence at or near school, association with truant friends, lack of family support for regular attendance, emotional or mental health problems, lack of a clear path to more education or work, or inability to keep pace with academic requirements. Schools should address the unique needs of each child and consider developing initiatives to combat the root causes of truancy, including tutoring programs, added security measures, drug prevention initiatives, mentorship efforts through community and religious groups, campaigns for involving parents in their children's school attendance, and referrals to social service agencies.



Schools should also find new ways to engage their students in learning, including such hands-on options as career academies, school-to-work opportunities, and community service. They should enlist the support of local business and community leaders to determine the best way to prevent and reduce truancy. For example, business and community leaders may lend support by volunteering space to house temporary detention centers, establishing community service projects that lead to after school or weekend jobs, or developing software to track truants.

5. *Involve local law enforcement in truancy reduction efforts*

In order to enforce school attendance policies, school officials should establish close linkages with local police, probation officers, and juvenile and family court officials. Police Departments report favorably on community-run temporary detention centers where they can drop off truant youth rather than bring them to local police stations for time-consuming processing. When part of a comprehensive anti-truancy initiative, police sweeps of neighborhoods in which truant youth are often found can prove dramatically effective.



Model Truancy Reduction Initiatives

Each community needs to determine how it will reduce and deter truancy. Below are descriptions of truancy programs being used in communities around the country which employ some or all of the elements described above.

Milwaukee, Wisconsin

Program elements: Parents, police, and the school system focus on the causes of truancy in the Truancy Abatement and Burglary Suppression (TABS) initiative in Milwaukee. Attendance is taken every period in all high schools. Local police officers pick up truant students and bring them to a Boys and Girls Club for counseling. Parents are called at home automatically every night if their child did not attend school that day. If the parent is not supportive of regular school attendance, then the district attorney is contacted.

Results: In a recent sample of students who went through the TABS process, 73 percent returned to school the next day, 66 percent remained in school on the 15th day, and 64 percent still are in school 30 days later. Since the TABS initiative began, daytime burglary in Milwaukee has decreased 33 percent, and daytime aggravated battery has decreased 29 percent. Aquine Jackson, Director of the Parent and Student Services Division of the Milwaukee Public Schools, says, "I think the TABS program is so effective because it is a collaboration among...the Milwaukee Public Schools, the Milwaukee Boys and Girls Clubs, the Milwaukee Police Department, and the County Sheriff, and because it is now a part of state statute that police officers can stop students on the street during school hours."

Rohnert Park, California

Program elements: The Stop, Cite and Return Program is designed to reduce truancy and juvenile crime in the community and to increase average daily attendance for the schools. Patrol officers issue citations to suspected truants contacted during school hours, and students are returned to school to meet with their parents and a vice principal. Two citations are issued without penalty; the third citation results in referral to appropriate support services.

Results: Due in large part to this initiative, the daytime burglary rate is 75 percent below what it was in 1979. Haynes Hunter, who has worked in different capacities on the issue of truancy in Rohnert Park for over 15 years, says the program is effective because it is a "high visibility" effort. "Being on the street, being in contact with the kids makes them aware of the fact that we care. We want them to get their education."

New Haven, Connecticut

Program elements: The Stay in School Program targets middle school students who have just begun to have problems. Targeted students go to truancy court, at which a panel of high school students question them and try to identify solutions. After court, youth and attorney mentors are assigned to each student for support. The student and the court sign a written agreement, and after two months, students return to the court to review their contract and report on their progress.

Results: Denise Keyes Page, who recruits and trains mentors for this initiative, says "This program works because it harnesses the power of peer pressure. Truants are judged and mentored by their peers, instead of just by adults who may seem distant and unconnected. Our program uses both the carrot and stick approaches, providing both supportive mentorship and real courtroom accountability to truant students. One of the evolving strengths of the program is that not only are we providing support to the truant, but we are serving as a resource to their parents."

Results: Since THRIVE's inception in 1989, the Oklahoma City Police Department reports a 33 percent drop in daytime burglary rates. Tom Steemen, the parent of a student who went through THRIVE, says, "The first I heard of the program was when my son was caught and taken to the center. I was real glad to know they had something like THRIVE." His son Ken, age 15, says, "THRIVE shook me up. I knew (while in the police car) just how wrong I was."

Norfolk, Virginia

Program elements: The Norfolk, Virginia school district uses software to collect data on students who are tardy, cut class, leave grounds without permission, are truant but brought back to school by police, or are absent without cause. Each school has a team composed of teachers, parents, and school staff that examines the data to analyze truancy trends. For example, a team may try to pinpoint particular locations where truant students are found during school hours and then place additional monitors in these locations. A team may also notice certain months when truancy is prevalent and then design special programs to curb truancy during those months.

Results: Ann Hall of the Norfolk Public Schools says, "Attendance has improved at all levels of schools since 1992 - two percent at the elementary and secondary levels. The overall district average is up one percent. This is significant in that legal attendance is at the 93rd percentile. Tighter attendance policies, grading practices, and teamwork have lead to this improvement...There are few, if any, teachers complaining that discipline and law violations are not being handled consistently throughout the district. This is a marked improvement over the report that was made in the teacher satisfaction survey conducted in 1988."

Atlantic County, New Jersey

Program elements: The Atlantic County Project Helping Hand receives referrals from six Atlantic City and four Pleasantville elementary schools for youth in K through eighth grades who have five to 15 days of unexcused absences. A truancy worker meets with the youth and family to provide short-term family counseling, usually up to eight sessions. Referrals for additional social services are made on an as needed basis. If the family fails to keep appointments, home visits are made to encourage cooperation. Once a truancy problem is corrected, the case is closed and placed on an aftercare/monitoring status with contact made at 30, 60, and 90 day intervals to ensure that truancy does not persist.

Results: During the past school year, 84 percent of the students who participated in the Atlantic County program had no recurrence of truancy. Colleen Denelsback of project Helping Hand says that "our philosophy is one of early intervention, both at the age level and the number of unexcused absences. We stress that the earlier intervention takes place, the greater the chance for positive outcomes. Early intervention will prevent truancy and later delinquency."

Oklahoma City, Oklahoma

Program elements: The THRIVE (Truancy Habits Reduced Increasing Valuable Education) initiative is a comprehensive anti-truancy program spurred by an ongoing community partnership of law enforcement, education, and social service officials. Police bring a suspected truant to a community-run detention center where, within one hour of arrival, officials assess the youth's school status, release the youth to a parent or relative, and refer the family to any needed social service agencies. Parents are notified by the district attorney of potential consequences for repeat behavior. Parents who harbor youth with 15 days of consecutive unexcused absences are subject to misdemeanor charges.

Marion, Ohio

Program elements: The Community Service Early Intervention Program focuses on potential truants during freshman year. Referred students are required to attend tutoring sessions as directed, give their time to community service projects, and participate in a counseling program. In addition, students are required to give back to the Intervention initiative by sharing what they have learned with new students in the program and by recommending others who might benefit. Parental participation is required throughout the program. Upon completion of the six-week sequence, school records relative to truancy are nullified. If the student fails the program, formal court intervention is the next step.

Results: Of the 28 students who took part in the program this semester, 20 have improved attendance records and will pass freshman year. The eight who did not improve their attendance records either moved from the school district or were removed from the school for failure to meet attendance requirements. Misty Swanger, Community Educator for this initiative, saw a general improvement in the grades and behavior of the students. Executive Director Christine Haas says, "This program is a combination of early intervention and early attention. As long as the child knows that someone is watching out for them and taking an interest in them, they will not be truant. The attention factor is very important. It creates success." The Intervention program has already identified 100 ninth grade students with truancy problems to work with in the coming year.

Peoria, Arizona

Program elements: In Operation Save Kids, school officials contact the parents of students with three unexcused absences. Parents are expected to relay back to school officials steps they have taken to ensure their children regularly attend school. When students continue to be truant, cases are referred to the local district attorney. To avoid criminal penalty and a \$150 parent fine, youth are required to participate in an intensive counseling program, and parents must attend a parenting skills training program.



Results: Since Operation Save Kids began two years ago, daytime juvenile property crime rates have declined by 65 percent. Truancy citywide has been cut in half. "Look at today's truant, and you're looking at tomorrow's criminal," says Assistant City Attorney Terry Bays Smith.

Bakersfield, California

Program elements: A consortium of school districts in Kern County, California has formed the Truancy Reduction Program. Local schools reach out to youth with a history of truancy through parent contact, peer tutoring, and mentoring services. Persistently truant youth are referred to the County Probation Office. Probation officers visit parents at home one-on-one, check on the youth at school weekly, and in the majority of cases refer youth and their families to one or more needed social service agencies. The County Probation Office and local school continue to track the youth for a full year before making referral to the local District Attorney's Office.\



Results: "The majority of graduates of the Truancy Reduction Program's first year no longer present a truancy problem," according to the Kern County Public Schools Coordinator, Steve Hageman. Over a fifth of that 1994 class had perfect school attendance records in the year following their participation.



Resources

The U.S. Department of Justice provides federal funding to states to implement local delinquency prevention programs, including programs that address truancy. Many of these programs address risk and protective factors. A large portion of the funding has come from the Juvenile Justice and Delinquency Prevention Act Formula Grants Program that is administered by the Office of Juvenile Justice and Delinquency Prevention, Office of Justice Programs. For more information contact the Juvenile Justice Clearinghouse, 1-800-638-8736.

Under a jointly-funded project, the Department of Justice and the Department of Education have developed a training and technical assistance project to help communities develop or enhance truancy prevention/intervention programs and programs that target related problems of youth out of the education mainstream. Training and technical assistance will be made available to 10 jurisdictions through a competitive application process in 1996. For more information contact Ron Stephens at the National School Safety Center, 805-373-9977.

For more information about the information presented in this guide, please call the U.S. Department of Education Safe and Drug Free Schools Office at 202-260-3954.

Prepared by the U.S. Department of Education with input from the U.S. Department of Justice and in consultation with local communities and the National School Safety Center.

The full text of this document is available through the
U.S. Department of Education World Wide Web site at
<http://www.ed.gov/>
For additional copies, please call 1-800-624-0100
For more information (about the content of this guide),
please call the Office of Safe and Drug Free Schools at the
U.S. Department of Education at (202)260-3954.



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MANUAL ON TRUANCY AND YOUTH CRIME**The Problem of Truancy in America's Communities**

Too many of America's young people attend school on an irregular basis, resulting in their failure to gain a solid foundation of basic academic skills. These young people have not yet officially dropped out of school, and they are not on an extended absence due to illness. They are truant - at risk of academic failure and dropping out of school at a young age and never obtaining the skills necessary to become contributing members of society.

planning stuff /
of sentence
- sounds like
handing

Because of the negative impact and costs of truancy, the issue of reducing truancy has captured the attention of the nation. While all fifty states and the District of Columbia have compulsory attendance laws that require children of certain ages to attend school, enforcement of these laws varies greatly.

<On any given day in the classrooms of Chicago, over 35,000 students are truant. An additional 21,000 are truant at least 10% of the school year. In Philadelphia 81.6% of all absences are unexcused. 25% of Milwaukee students are habitually truant. (more to be added)>

make lists
with format

Society pays a price for truants through increased demands on the social service and criminal justice systems. High rates of truancy are linked to high dropout rates, high daytime burglary rates, and high vandalism. School drop outs - many of whom were chronic truants before dropping out - are more likely to end up on welfare and in prison than students who complete high school or college.

- In Miami 80% of youths prosecuted for criminal violations had been truant.
- In Los Angeles daytime crime dropped 9.6% after police began citing truant students.
- In San Diego 44% of violent juvenile crime occurs between 8:30 am and 1:30 pm.

small ban!

Truancy is not a problem restricted to the education and law enforcement agencies. It has an even more important impact on a truant's ability to learn, develop responsibility, and complete their education requirements for graduation in order to seek further career options.

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Users' Guide to Detering Truancy

With the active involvement of parents, educators, law enforcement personnel, juvenile and family court judges, and representatives from social services, community, and religious organizations, each school and each community needs to decide which steps it may want to take to prevent and reduce truancy.

Brath Up

The communities that have had the most success in deterring truancy often will promote a comprehensive strategy addressing the root causes of truancy as well as a combination of incentives and sanctions for both students and their parents. Below are the five primary elements of a comprehensive community and educational strategy to combat truancy.

1. *Apply firm sanctions for truancy*

zero tolerance

School districts should communicate to their students that they have zero tolerance for truancy. State legislatures have found that linking truancy to such items as a student's grades or driver's license can work to reduce the problem. Delaware, Connecticut, and several other states have daytime curfews during school hours that allow law enforcement officers to question youth to determine if their absence is legitimate. In a few states, including New York, a student with a certain number of unexcused absences will be failed in his or her courses. A school can suspend a student for truancy in such states as West Virginia. A Wisconsin judge may, among other options, order a truant to attend counseling or to attend an education program designed for him or her.

*combine
into
statutes*

2. *Create meaningful incentives for parents to reduce truancy*

Many states have also begun sanctioning parents who do not support regular attendance. In some states parents who fail to see that their child attends school may be subject to fine or imprisonment or both. In addition, the fine amount can be increased for each period of truancy. A parent can also be sentenced to complete a parenting education program, or be ordered to perform six months of community service in the child's school district. In Oklahoma, a family may not receive public assistance if a child does not attend school 80% of the time without a valid excuse.

Learn from

3. *Start initiatives at school that discourage truancy*

Truancy can be caused by such factors as student drug use, violence at or near school, association with truant friends, lack of family support for regular attendance, emotional or mental health problems, lack of a clear path to more education or work, or the inability to keep pace with academic requirements. Schools should consider developing initiatives to combat these root causes of truancy, including tutoring programs, added security measures, drug prevention initiatives, mentors through community and religious groups, a campaign for parental involvement in their

Notes

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children's school attendance, and referrals to social service agencies.

Schools should also find new ways to engage their students in learning including such hands-on options as career academies, school-to-work opportunities, and community service. In addition, school, community, and business leaders should help high school students find part-time jobs or work-study experiences and should connect these students to opportunities for higher education.

4. *Involve local law enforcement in truancy reduction efforts*

In order to effectively enforce school attendance policies, school officials should establish close linkages with local police, probation officers, and juvenile and family court officials. These agencies have responsibility for assisting in the enforcement of these policies and in the adjudication of students who violate truancy laws. Many communities have found that police sweeps of neighborhoods in which truants are often found is one of the most effective parts of their comprehensive truancy strategy.

5. *Involve parents in all truancy prevention activities*

For families and schools to work together to solve problems like truancy, there must be mutual trust and communication. Schools should be "family-friendly" by enabling teachers and a parent to stay in regular contact even before problems arise. Schools may want to consider arranging convenient times and neutral settings for parent meetings, starting homework hotlines, training teachers to work with parents, using a home-school liaison, and giving parents a voice in school decisions.

Model Truancy Reduction Initiatives

Each community needs to determine how it will reduce and deter truancy. Below are examples of some communities that have addressed truancy in a comprehensive manner, using some of the elements discussed above.

Cincinnati, Ohio

Program elements: Outside parties monitor attendance in the Cincinnati Public Schools. After two unexcused absences, the affected student, teacher, parents, and attendance monitor will begin to work on the problem. After five additional absences, a truancy complaint is filed in the Hamilton County Juvenile Court. At that point the court will detail a solution that combats the causes of the truancy. If the parents are enabling or causing the problem, then a complaint will be filed against them.

Revised: <getting this info>

For more info, contact . . .

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New Haven, Connecticut

Program elements: The Youth Mentorship Program targets middle school students who have just begun to have problems. Targeted students go to truancy court, at which a panel of high school students question them, trying to identify solutions. After court, youth and attorney mentors are assigned to each student for support. The student and the court sign an agreement, and after two months, students return to the court to report on their progress.

Results: <preliminary outcomes show that referred students are attending school every day - more info to follow>

Rohnert Park, California

Program elements: The Stop and Cite Program was designed to reduce truancy and juvenile crime in the community and to increase average daily attendance for the schools. Patrolmen issue citations to suspected truant students contacted during school hours. Two citations are issued without penalty, and students are returned to school to meet with their parents and a vice principal. The third citation results in referral to appropriate support services.

Results: During the program's first year in operation, daytime burglaries in Rohnert Park decreased 42 percent; during the second year, an additional 16 percent decrease was noted. Over the same two year period, vandalism decreased 35 percent, thefts decreased 12 percent and the savings to the community due to such improvement amounted to \$262,000. The program continues to have community support and to be effective in reducing truancy.

Milwaukee, Wisconsin

Program elements: Parents, police, and the school system focus on the causes of truancy in the Truancy Abatement and Burglary Suppression or TABS initiative in Milwaukee. Attendance is taken every period in high school. Local police officers pick up truant students and bring them to a Boy's and Girl's Club for counseling. Parents are called at home automatically every night if their child did not attend school. If the parent is not supportive of regular school attendance, then the district attorney is contacted.

Results: In a recent sample of students who went through the TABS process, 73% returned to school the next day, 66% remained in school on the 15th day, and 64% are in school 30 days later. Since the TABS initiative began, daytime burglary has decreased 33% and daytime aggravated batter has decreased 29%.

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Atlantic County, New Jersey

Program elements: The Atlantic County Project Helping Hand receives referrals from six Atlantic City and four Pleasantville elementary schools for youth in K through eighth grades who have five to 15 days of unexcused absences. A truancy worker meets with the youth and family to provide short-term family counseling, usually up to eight sessions. Referrals for additional social services are made on an as needed basis. If the family fails to keep appointments, home visits are made to encourage cooperation. Once a truancy problem is corrected the case is closed and placed on an aftercare/monitoring status with contact made at 30, 60, and 90 day intervals to insure that no continued truancy has gone unreported.

Results: During 1995, the project served 293 youth. 262 cases were positively terminated.

Norfolk, Virginia

Program elements: The Norfolk, Virginia school district uses U.S. Department of Education software to collect data on students who either are tardy, cut class, leave grounds without permission, are truant but brought back to school by police, or are absent without cause. Each school has a team comprised of teachers, parents, and school staff that examines the data to understand truancy trends. For example, a team may try to pinpoint particular locations where truant students are found during school hours and then place additional monitors in these locations. A team might also notice certain months when truancy is prevalent and then design special programs to curb truancy during those months.

Results: "Attendance offenses" at Norfolk middle schools have dropped 23% since the 1991-92 school year. <currently researching high school info>

Marion, Ohio

Demographics

Program elements: The Community Service Early Intervention Program focuses on potential truants during their freshman year. Referred students are required to attend tutoring sessions as directed, give their time to community service projects, and participate in a counseling program. In addition, students are required to give back to the Intervention initiative by sharing what they have learned with new students in the program and by recommending other who might benefit.

Parental participation is required throughout the program. Upon completion of the six-week sequence, school records relative to truancy are nullified. If the student fails the program, formal court intervention is the next step.

Results: Of the 28 students who took part in the program this semester, 20 have improved attendance records and will pass their freshman year. Misty Swanger, who works for the program,

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notes a general improvement in the grades and behavior of the students. The eight who did not improve their attendance records either moved from the school district or were removed from the school for failure to meet attendance requirements.

Inglewood, California

Program elements: Designed for intervention with students in grades five through 12, Project HOPE provides schooling for students picked up in truancy sweeps and an alternative placement for students who have been suspended or expelled. The primary goal is to educate high-risk students in a small, success-oriented academic atmosphere. Since the inception of this initiative, police records show lowered daytime burglary rates.

Results: Dr. Joseph Willie Steele, coordinator of Project Hope, said the program "is very effective in reducing crime rates...through counseling and direct intervention."

Local Poles

For More Information

For more information, please call the U.S. Department of Education Safe and Drug Free Schools Office at 202-260-3954.

Prepared by the U.S. Department of Education in consultation with local communities, the National School Safety Center, and the U.S. Department of Justice.

Truancy Talking Points

1. Second draft of education manual on truancy is much better than first; HOWEVER, further improvement is both possible and necessary.

2. Zero-tolerance language.

In general, the wording/rhetoric in the document needs to be strengthened and streamlined.

In the Introduction, need to emphasize:

- A. Links to day-time crime
- B. Benefits realized by successful anti-truancy initiatives.

In the Basic Elements section, need to emphasize:

- A. need for truancy programs at the *county* level – even state level is too broad and reform at that level is too likely to get lost in bureaucracy and red-tape.
- B. a zero-tolerance policy for truancy; (every state has a compulsory attendance law; few have regulations which allow communities to enforce it)
- C clear channels of communication and jurisdiction between school, law enforcement, and welfare officials at the district and county level;
- D. the importance of early intervention – early truancy as an "upstream problem" leading to a variety of later problems which are costly to society and the quality of life in the community.

3. Need to develop "Model Program" section to make more helpful to community officials.

The Model Program section can be strengthened by adding demographic information as well as information about the program development and implementation process (unforeseen hurdles and how they were overcome; unexpected criticisms and how they were dealt with, unpredicted costs and how they were absorbed). Also, need--where possible--to list local POCs who are the experts on local initiatives and community-level politics.

- Change in #

Memorandum

DATE: June 17, 1996

TO: Dennis Burke

FROM: Dave Bonfili

RE: COMMENTS ON DEPT. ED. TRUANCY MANUAL

1. While the second draft of the Dept. Ed's "Manual on Truancy and Youth Crime" is a significant improvement over their initial paper, the format and content remain in need of revision.
2. First, the draft could benefit from tighter sentence-structure and shorter, snappier titles. Second, the five policy prescriptions in the general policy section should be reorganized, condensed, and combined. Third, the section on model programs should be expanded to include more information of interest to state/local policy planners such as demographic data, estimates of program costs, and local POC's. A suggested revision follows.

D R A F T

NATIONAL TRUANCY PREVENTION GUIDELINES

On any given day, 10-20% of America's youth are absent from school. Many of these absences are unexcused, the result of student truancy. While all fifty states have compulsory attendance laws, enforcement of these laws varies greatly. This manual was developed to help officials at the state and local level design effective truancy prevention programs.

PART I: THE TRUANCY CRISIS

Predictably, truancy has a negative impact on a student's ability to learn, develop responsibility, and complete graduation requirements. But the cost of truancy is also shared by the community: In the short term, truancy is linked to high daytime burglary rates and vandalism (up to two-thirds of the nation's daylight burglaries are committed by truants). And in the long term, chronic truants often become school drop outs, a population more likely to end up on welfare and in prison than students who complete high school or college.

The impact of truancy prevention programs on attendance and daytime crime at the state and local level has been dramatic:

- In the two years since the inception of New York City's Truancy Squad Initiative, 107 guns have been confiscated, 1,321 runaways have been found, and nearly 90,000 truant students have been returned to schools. The city has seen a 30% drop in juvenile crime and daily school attendance has risen at all educational levels.

- Since instituting a daytime curfew in 1994, Monrovia, California witnessed a 35% reduction in daytime crime and a 42% reduction in school truancy. Because each student who stays in class instead of skipping nets the school district about \$25/day, officials estimate the truancy prevention program has generated a bonus of about \$220,000 for the 6,100-student school district.
- In Milwaukee, Wisconsin, a recent sample of students going through the city's Truancy Abatement and Burglary Suppression (TABS) program showed that 73% returned to school the next day. Meanwhile, daytime burglary has decreased 33% and daytime aggravated battery has gone down 29%.
- The Stop and Cite Program in Robnet Park, California led to a 48% reduction in daylight burglaries during its first year of operation and an additional reduction of 16% in its second year. Over the same period, vandalism decreased 35%, thefts went down 12%, and estimated savings to the community amounted to \$262,000.

Across the country, communities have found that strengthening truancy prevention programs offers a highly effective, low-cost method for reducing juvenile-related crime and getting our nation's youth back in the classroom where they belong.

PART II: TRUANCY DETERRENCE: BASIC POLICY ELEMENTS

Program details vary but the most effective plans represent a comprehensive strategy which combines incentives and sanctions for both students and their parents. The best truancy prevention programs share three basic policy elements:

1. Coordinate efforts with courts and local law enforcement
 - Sub-sec: a. Establish clear lines of jurisdiction
 - b. Develop efficient channels of communication
 - c. Maintain/share accurate data on program costs/benefits
2. Demonstrate zero-tolerance for truancy.
(Alternately, "Get tough fast/Apply firm sanctions for truancy")
 - Sub-sec: a. one-strike, you're out
 - b. disciplining students
 - c. disciplining parents
3. Start initiatives at school that discourage truancy.
 - Sub-sec: a. parental involvement
 - b. vocational initiatives
 - c. misc. programs

PART III: MODEL PROGRAMS

Policy planners should include these basic principles when designing truancy prevention programs tailored to their specific locales. Below are examples of communities from around the country which have relied on these principles to develop effective truancy prevention programs.

FORMAT:

CITY, STATE

CITY PROFILES/COMMUNITY SNAPSHOT (demographic info/description of law enforcement resources/crime info/pre-reform attendance info)

PROGRAM ELEMENTS

COST-BENEFIT ANALYSIS

LOCAL POINT-OF-CONTACT (POC)

PART IV: FOR MORE INFO . . . (NATIONAL POC)

For more information on designing effective truancy prevention programs, please contact community program representatives or the U. S. Department of Education Safe and Drug Free Schools Office at 202-260-3954.

Prepared by the U.S. Department of Education in consultation with local communities, the National School Safety Center, and the U.S. Department of Justice.

6/18/96

— D°J —

DRAFT**TRUANCY: THE FIRST STEP TO A LIFETIME OF PROBLEMS**

Skipping school used to be nothing more than a one-time lark for most students. More often than not they didn't get very far with their antics since shopkeepers, neighbors, or their parents' friends were quick to report them to school authorities.

Today, that's no longer true. Instead, truancy has become a major problem in this country—a problem that may be the beginning of a lifetime of problems for the student who routinely skips school and one that ends up costing taxpayers thousands of dollars.

With daily absentee rates as high as 30 percent in some cities, it is not surprising that truancy is rated among the major problems facing schools. The statistics speak volumes:

- In New York City, the Nation's largest school system, about 150,000 of its 1 million public school students are absent on a typical day. School officials do not know how many of them are absent without a legitimate excuse, according to the Los Angeles Times.¹
- The Los Angeles Unified School District, the Nation's second largest district, reports that an average of 62,000 students, or 10 percent of its enrollment, are out of school each day. Of these, only half come back with written excuses.²
- In Detroit, 40 public school attendance officers investigated 66,440 chronic absenteeism complaints during the 1994-95 school year.³

Many of these truant students are potential school dropouts. Obviously, children who don't come to school get behind in their school work. Dropping out becomes easier than catching up.

Truancy often is a stepping stone to delinquent and criminal activity. A report compiled by the Los Angeles County Office of Education on the factors that contribute to juvenile delinquency concluded that school absences are the most powerful predictor of delinquent behavior.⁴

Children who are truant also are at higher risk of being drawn into behavior involving drugs, alcohol, or violence. A California deputy assistant attorney who handles truancy cases says he has "never seen a gang member who wasn't a truant first."⁵ A report from the University of Maryland found that 51 percent of female juvenile detainees not in school at the time of their arrests tested positive for drug use.⁶

Many police departments report that daytime crime rates are rising in part because students who aren't in school are committing crimes instead. They are vandalizing cars, shoplifting, and scrawling graffiti on office buildings. When police in Van Nuys, California, conducted a three-

week long school truancy sweep, shoplifting arrests fell 60 percent, according to the Los Angeles Times. ⁷ And police in St. Paul, Minnesota, reported that crimes such as purse snatching dropped almost 50 percent after police began picking up truants and taking them to a new school attendance center.

Society Pays the Price

Truancy is costly. It costs students an education, often resulting in economic suicide for them. It costs school districts hundreds of thousands of dollars annually in lost revenue since they receive State and Federal money based on their average daily attendance figures. It costs businesses, who have to pay to train their uneducated workers, many of whom are school dropouts. It costs taxpayers, who have to pay higher taxes for law enforcement and welfare costs for the growing numbers of dropouts who end up on welfare rolls or underemployed.

Frustrated by the costs, both social and economic, communities across the Nation have begun fighting back. Some counties are contemplating fining students if they're not in class during school hours. Others are fining or jailing parents who permit their children to continually miss school.

Parental neglect is a common cause of truancy. Many parents of truant students don't value an education. School administrators say they know of children who are kept home to babysit preschool siblings. School or neighborhood problems sometimes keep students away. One truant officer had a student whose parents kept him home so he wouldn't have to walk past the neighborhood crack house on the way to school. Immigrant students in Minnesota reported fear as the major reason they didn't attend school.

Because truancy often is an indication of bigger problems in a child's life, many communities are designing truancy programs that involve schools, law enforcement, parents, businesses, judicial and social service agencies, and community and youth service organizations. Six such programs which are achieving good results are described below. While all are different, each:

- Recognizes that parents must be involved and be held responsible for their child's school attendance.
- Provides intensive monitoring, counseling, and other family-strengthening services to truants and their families..

Each has addressed the truancy issue by developing coordinated responses that involve an array of community programs. One uses probation officers while another depends on the county attorney for an intervention component. Several have targeted their efforts at middle school students, while others are working with children as young as six years old. The six programs, located in Arizona, California, Kansas, Minnesota, New Jersey, and Oklahoma are described

below.

Truancy Program Thriving

Public and private agencies in Oklahoma City have pooled resources and expertise for a program that has been successful in removing truant juveniles from the streets during school hours and reducing absenteeism, dropout rates, and daytime crime rates.

The THRIVE program (Truancy Habits Reduced Increasing Valuable Education) was initiated by the Oklahoma County District Attorney's Office which formed a consortium of law enforcement, social services, and community agencies. THRIVE fills a gap in services to youth by dealing with a community problem to which no coordinated strategy had previously been applied.

The program began its efforts by successfully lobbying the city council for a tougher anti-truancy law that allows misdemeanor charges to be filed against parents if their child misses more than 15 consecutive days of school. The law also authorizes local law enforcement agencies to enter into agreements with local school districts to act as attendance officers, detain truant juveniles, and transport them to a specified location.

The consortium's next challenge was to open a center to process truants. Consortium members provided staff, facilities, supplies, and equipment for the center, which opened in 1989. They have since opened a second center. Open full time during the school year, the centers are staffed by professional volunteers from the district attorney's office, juvenile bureau, police department, public schools, youth and social-service agencies. A private, non-profit organization, Youth Cornerstone, was established in 1990 to provide greater opportunities for funding.

Police officers transport truant students to the centers, where they are interviewed and their parents are contacted. School officials also are contacted to confirm the child's school status and to determine if a pattern of absences exists. This information is provided to the parents when they arrive at the center. Referrals for additional services for the child and family are provided as needed. Students are released directly to a parent or relative within one hour or turned over to the Youth Services Bureau. The district attorney's office sends parents a letter informing them of compulsory school attendance laws and the consequences of non-attendance. Follow-up attendance checks are made following contact with THRIVE.

To provide expanded service to the children it serves, THRIVE has added a social service intervention to identify and assess educational or other resources that may help reduce truant behavior and to address other issues that may be contribute to the truant behavior.

The program served 848 children during the 1994-95 school year; their average age was 13.8. Its annual budget is \$199,648. The program was patterned after the Truancy Abatement and

Burglary Suppression (TAB) Program in San Jose, California, a community demographically similar to Oklahoma City. The THRIVE model has been used to implement similar programs in Milwaukee, Wisconsin, and several other cities.

THRIVE is making a difference in the lives of the children it serves. Since 1989, the program has dealt with more than 3,600 truants. During this time, the Oklahoma City Police Department reports a 33 percent reduction in daytime burglaries. Oklahoma City schools report a 1.3 percent reduction in dropout rates and a 1.7 percent increase in daily attendance. More than 75 percent of truants are released to parents who generally react positively to the opportunity to address the issue of school attendance with their children. Long-term followup regarding individual students has not been accomplished due to difficulty in tracking among school systems.

For more information contact:

Pam Harrell

Executive Director

P.O. Box 18674

Oklahoma City, OK 73154

(405) 841-0675

Truancy Program Targets Problems Before They Start

Children who continually miss school often are placed in custody of social service agencies, a move that is traumatic for children and their families and expensive for taxpayers. Recognizing the need to address this problem as well as find a way to keep these children in school, officials in Neosho County, Kansas, developed a program that helps prevent a child's removal from home, increases school attendance, and often strengthens families.

The program began in 1993 when Kansas Department of Social and Rehabilitation Services (SRS) officers in Chanute noticed a pattern between truancy and crime. They met with the Neosho County Attorney and teachers, and together initiated the "At School, On Time, Ready to Work" program. It recognizes that truancy is a problem not only for an individual child, but for the child's family, school, and community as well. Schools, SRS, and courts work together to provide intensive supervision and therapy for the child and support and education training for the parents.

Under Kansas law, all children under the age of 16 not attending school are reported to the SRS or to the county attorney. Pending a referral from the school, the county attorney invites the truant child and his or her family to enter the program. If they agree, parent and child are required to sign a contract agreeing to participate in the program for 90 days. During this time, the program provides:

- **Intensive supervision of the child.** An intensive supervision worker verifies the child's

school attendance daily and meets several times a week with the child during the first 30 days of the contract. The worker, assigned to the child for the entire 90-day period, serves as the liaison between SRS, the County Attorney, the school, and the family.

- **Support and group therapy services to the child.** Students in the program meet regularly to share life experiences with a licensed family therapist and to learn skills to build self-esteem and confidence in schools. Children in need of individual therapy are referred to the appropriate agency.
- **Support and education services to the parents of the child.** Parents are required to attend group meetings that focus on effective parenting techniques and the importance of their child's education.

Once a family completes the program, students are tracked and attendance continues to be monitored.

Of the 9 families and 12 middle school children enrolled in the project during the 1994-95 school year, only one child became the subject of a court petition. The remaining children stayed out of SRS custody and none were reported to have committed offenses during the summer. The families who "graduated" from the program reported they gained greater family communication and were better able to understand and work with their children's behavior.

The program was so well-received that it moved to elementary schools this year (1995-96), where it served 12-15 families and approximately 20 children. The "graduates" of the elementary level program will be tracked to determine whether intervention at an earlier stage will prevent a child from being truant and from becoming a juvenile offender.

Neosho County Attorney Sheryl A. Beagley, pleased with results from the first year of the program, reports the County has received inquiries from other communities interested in the program. She believes the project can be replicated in other communities because it is so cost-efficient: the entire cost of the project for the 9 families served in 1994-95 was \$3,000—equivalent to the cost of placing one child in SRS custody for the same 90-day period. Taxpayers may have saved as much as \$30,000 in custody expenses by spending only 10 percent of that amount on prevention. The program was funded by SRS and subsidized by Medicare and private insurance.

For more information contact:
Sheryl A. Beagley
Neosho County Attorney's Office
Judicial Center
102 S. Lincoln
Chanute, KS 66720
(316) 431-5750

Program Offers a Helping Hand

Officials in Atlantic County, New Jersey, try to prevent truancy problems from developing through a program that encourages parents to work with the schools to keep their children in class.

Project Helping Hand is an early identification and intervention program that provides counseling for both parents and elementary students at risk of developing chronic truancy problems. It began in 1989 with Formula Grant Funds from OJJDP.

Students are referred to the program by school officials, although referrals from parents or social services agencies also are accepted. Students who have 5-15 days of unexcused absences, excluding days due to illness or suspension, are eligible to participate in the program.

Once a student has been accepted into the program, a counselor immediately begins gathering student information from school personnel and makes every effort possible to contact parents, even making a home visit if necessary.

After an in-person assessment of the youth and family, the counselor meets with the family and school personnel and develops a plan with them to improve the child's attendance and to address any additional family needs. The program offers weekly counseling for eight weeks if necessary.

Counselors use a variety of intervention strategies and resources, including signed cooperative agreements between parents, youth, and the school; keeping in touch by telephone with appropriate parties; and other school resources, such as child study teams, tutoring, or parent/teacher conferences. Counselors also refer families, when necessary, to housing, food stamps, day care, medical, substance abuse, psychiatric, parent support, and single-parent programs.

Counselors strive to use extended family members as a support system and to involve the family with the school as often as possible so that they understand school procedures and are comfortable working with the school on their child's behalf.

If a family fails to keep appointments, counselors often make home visits to encourage cooperation. If parents continue to remain uninvolved or school attendance does not improve, the cases may be referred to the Family Court.

Once a student's school attendance improves and other needed services have begun, the counselor closes the case and places the student on aftercare status. School personnel then become responsible for monitoring attendance and for communicating with the parent if another problem arises. The counselor contacts, by phone or in person, the family, school and others at 30-, 60- and 90-day intervals, reinforcing the positive work of the family, and seeing to it that they continue with any necessary referral services.

The program was originally designed for Atlantic City, the state's main urban area. It has now been expanded to the suburban community of Pleasantville, and will be expanded to another suburban community in September (1996).

According to Sally Williams, Director of Family Counseling, of the 290 open cases Project Helping Hand dealt with in 1994-95, there was no recidivism in 83 percent of the cases. For the 1995-96 school year, there was no recidivism in 84 percent of the cases. These numbers are consistent with numbers from previous years.

For more information contact:
Sally Ann Williams, Director
Family Counseling Intergenerational Services
101 South Shore Road
Northfield, NJ 08225
(609) 645-5262

Police and Youth Services Work Together To Fight Truancy

Recognizing that truant students were a growing community concern in St. Paul, Minnesota, four Ramsey County departments devised a three-tier program that uses school counselors, the county attorney's office, and police to help keep middle school students in school. The program, which began in 1994, provides intensive truancy reduction efforts that include:

- **School-based early intervention.** Students with 3-5 unexcused absences are referred to the St. Paul Youth Service Bureau (YSB) for assistance with problem solving, counseling, family intervention, etc. A YSB staff person spends four days a week at the school, meeting with the student and parents to determine why the student is missing school and what services are necessary to resolve these issues. The staff member monitors the student's attendance daily and, if necessary, refers the case to the county attorney's office for further legal action.

- **Truancy intervention by the county attorney's office.** A Ramsey County attorney makes an educational presentation to youth who are beginning to be truant and to their parents. If students continue to have unexcused absences, the County Attorney schedules a meeting with the student, parent, and school staff to develop a contract for improved attendance. If the contract is not followed, an expedited court hearing is scheduled.
- **St. Paul Schools Attendance Center.** Police officers pick up truants and deliver them to an Attendance Center staffed by educational assistants and staff from the Youth Services Bureau. A student can be released only to a parent or guardian.

The counseling component of the program is funded in part with Title V funds from OJJDP. (The Title V Incentive Grants for Local Delinquency Prevention Program provides funding for prevention programs developed at the community level.) The counseling program also is funded by a city grants program, the Youth Services Bureau, the St. Paul Police Department, and local schools.

The counselors offer student and family counseling; peer and parent support groups; tutoring, recreational, and enrichment activities; and make referrals to community and neighborhood resources to help families address issues that contribute to the student's truant behavior. The Attendance Center is an important part of the program because it provides the police with a place to take truants and students access to intervention services. It sees an average of 10-15 students daily. Last year the Center served more than 1,100 truants and their families. The majority of these were from the Hmong community (from North Laos). These students reported boredom or fear as the major reasons they did not attend school. In these cases, project counselors work with schools to try to alleviate the problem, and reach out to parents through local PTA organizations. The program hopes to develop a tracking component on the 250 students who were directly served by YSB counselors at the middle schools during 1994-95.

The program has had a positive impact on the court system. Because truants are taken to the Center instead of handled through the courts, the backlog of court processing has been reduced drastically. Local law enforcement like the program because it gives officers a place to take truants without the hassles of cumbersome paperwork at the police department. Police also report that the truancy enforcement is having a noticeable impact on the crime rate. According to Police Chief William Finney, the city noted an almost 50 percent reduction in crimes such as purse snatching between 1994, when the Attendance Center did not exist, and 1995 when it did.

For more information contact:

Sgt. John Harrington
St. Paul Police Department
100 East Eleventh Street
St. Paul, MN 55101
612 (292-3501

Helping Neglected Children Stay in School

Probation officers and school officials have joined together in Kerns County, California, to help children, many of them neglected, to stay in school. The Truancy Reduction Program works to increase average daily school attendance by reducing specific risk factors that contribute to a child's behavior, delinquent, and substance abuse problems.

The program is funded by the Kern County Superintendent of Schools Office through a consortium of independent school districts. The County Probation Office assigns two deputy probation officers to work with the students and their families.

Students are referred to the program by consortium member schools after their intervention efforts have failed to improve a child's school attendance. Once this has happened, a probation officer contacts the parents by mail, then meets with them and their child at least four times. The officer also makes unannounced home visits, goes to the school weekly, counsels parents and student, and refers the family, when necessary, to appropriate social service agencies. The attendance of every student referred to the program is tracked by the school for one year.

These interventions are designed to improve the child's average daily attendance, increase academic performances, and improve social functioning by meeting the diverse needs of children and their families. If a child still does not attend school, the probation officer refers the student back to the school for possible referral to the District Attorney's Office.

The majority of the students referred to the program receive assistance from one or more of the County's social service agencies. Therefore, the probation officer frequently networks with caseworkers from these agencies. This networking, plus the monitoring followup, contribute to the program's success.

During the 1993-94 school year, 626 students were in the program; 347 participated in 1994-95. These students represent less than 1 percent and 1.5 percent, respectively, of the total student population of the participating school districts. Twenty-one percent of the students in the program in 1993-94 had no unexcused absences after entering the program, compared to 14 percent in 1994-95.

For more information contact:

Kelly F. Blaunton

Kern County Superintendent of Schools Office

1300 17th Street-CITY CENTRE

Bakersfield, CA 93301-4533

Coalition Works to Save The Kids

Alarmed by a noticeable increase in juvenile crime during school hours, and increases in the number of school dropouts and youths referred to the juvenile court for status offenses, a broad-based coalition of citizens and businesses in Arizona have initiated a program that addresses truancy as an early warning sign of trouble and provides community interventions.

The Save Kids Partnership, modeled after a successful truancy program in Peoria, Arizona, is comprised of 10 cities and towns and 13 school districts in Western Maricopa County (which includes part of Phoenix). The partnership is sponsored by WESTMARC, a coalition of businesses, utilities, education institutions, developers, property owners, industries, cities and towns in the county.

The Partnership program began in part because the Maricopa County Juvenile Court has experienced an increase in status offense referrals in recent years, including a 52 percent increase in truancy filings in the past five years. A status offense is an act, such as truancy or curfew violations, that would not be an offense if committed by an adult.

The program targets 6 to 16 year-olds. It requires school personnel to monitor school attendance closely and to promptly notify parents if their children have three unexcused absences. The parent must respond back to the school, outlining measures they have taken to ensure that their minor children are attending school. If child continues to be truant (and have five unexcused absences), the school forwards the matter to the city prosecutor's office. The prosecutor sends a second letter to the parent. If a sixth unexcused absence occurs, the prosecutor or law enforcement agency calls the school to request that criminal charges be filed.

The prosecutor can offer the family a deferred prosecution program, rather than formal criminal proceedings. The diversion program requires that the youth and parent participate and successfully complete a counseling program approved by the juvenile court and Office of the City Attorney. The parent must successfully complete a parenting skills support group and the minor must attend teen or adolescent group counseling and educational programs as well as go to school. If parents and juveniles opt for deferred prosecution and successfully complete the terms of the stipulated agreement, the case is dismissed. If terms of diversion are not met, the matter is resurrected as a criminal violation and goes to court.

The diversion program also includes a risk assessment and evaluation of every youth and their parents. The diversion program is designed to strengthen family relationships, encourage youth to go to school and not become truant again.

The Peoria program, Operation SAVE KIDS began in 1994 with Title II formula grant funds from OJJDP, and a matching grant from the city of Peoria. The West Maricopa County program received 1995 Title V delinquency prevention funds from OJJDP.

For more information contact:
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8401 West Monroe Street
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(601) 412-7347

Summary

As these programs indicate, the issue of truancy has captured the attention of communities across the Nation. Whether establishing truancy centers where police officers easily can drop off truants they have detained or providing effective parent classes or making unannounced home visits, these six communities are trying to intervene before truancy leads to more serious problems, for both the truant students and the community.

These communities are wise to be concerned. Students who miss school frequently often are unable to develop interpersonal relationships and to gain the knowledge and skills necessary for future employment. Frequent absences also affect school performance, which in turn can lead to delinquent behavior. A Department of Justice study found that students with low reading achievement show delinquent behavior more often than students with higher reading scores. This relationship between reading performance and delinquency appears even for first graders.⁵

Research also shows that certain factors put children at risk for delinquent behavior. One of these risk factors is dropping out of school, something many truants are likely to do. Department of Education Statistics indicate that dropouts have lower earnings, experience more unemployment, and are more likely to end up on welfare and in prison than students who complete high school or college.⁹

However, there are other factors—positive ones—that can protect youth by either reducing the impact of risks or by changing the way they respond to risk factors. Examples of protective factors include a resilient temperament and natural sociability, positive adult and peer relationships, and healthy beliefs and clear standards. Attending school regularly will expose many at-risk youth to such protective factors.

Truancy prevention and intervention efforts can help reduce risk factors and provide protective factors which in turn can help reduce juvenile delinquency and other related problems. Programs that prevent a young person from becoming involved in the juvenile justice system save taxpayers money, prevent more people from becoming victims, and help prevent future criminal offenders. Effective truancy prevention programs may mean the difference between a lifetime of

problems and a lifetime of accomplishments for the Nation's next generation.

Resources

The U.S. Department of Justice has provided Federal funding to nearly half the 50 States to implement truancy/prevention programs. Many of these programs address risk and protective factors. A large portion of the funding has come from the Juvenile Justice Delinquency Prevention Act Formula Grants Program that is administered by the Office of Juvenile Justice and Delinquency Prevention, Office of Justice Programs. For more information contact the Juvenile Justice Clearinghouse, 1-800-638-8736.

Under a jointly funded project, the Departments of Justice and Education have developed a training and technical assistance project to help communities develop or enhance truancy prevention/intervention programs and programs that target related problems of youth out of the education mainstream. Training and technical assistance will be made available to 10 jurisdictions through a competitive application process in 1996. For more information contact Ron Stephens at the National School Safety Center, 805-373-9977.

Notes

1. B. Shuster, "L.A. School Truancy Exacts a Growing Social Price," *Los Angeles Times*, 28 June 1995, p. 12..
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Washington, DC.

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MANUAL ON TRUANCY AND YOUTH CRIME

The Problem of Truancy in America's Communities

Too many of America's young people attend school on an irregular basis, resulting in their failure to gain a solid foundation of basic academic skills. These young people have not yet officially dropped out of school, and they are not on an extended absence due to illness or another legitimate reason. They are truant - at risk of academic failure and of dropping out of school at a young age and never obtaining the skills necessary to become contributing members of society.

Because of the negative impact and multiple costs of truancy, the issue of reducing truancy has captured the attention of the nation. Although all fifty states and the District of Columbia have compulsory attendance laws that require children of certain ages to attend school, enforcement of these laws varies greatly.

In many cities across the nation, thousands of students are truant each day. In Philadelphia, for example, approximately 75% of all absences are unexcused. In Milwaukee 25% of students are habitually truant.

Society pays a price for truants through increased demands on the social service and criminal justice systems. High rates of truancy are linked to high dropout rates, high daytime burglary rates, and high vandalism. School drop outs - many of whom were chronic truants before dropping out - are more likely to end up on welfare and in prison than students who complete high school or college.

- ▶ During a recent sample period in Miami over 71% of 13 to 16 year-olds prosecuted for criminal violations had been truant.
- ▶ In Minneapolis daytime crime dropped 68% after police began citing truant students.
- ▶ In San Diego 44% of violent juvenile crime occurs between 8:30 am and 1:30 pm.

Truancy is not a problem restricted to law enforcement. It has an even more important impact on a truant's ability to learn, develop responsibility, and complete their education requirements for graduation in order to seek further career options.

Users' Guide to Deterring Truancy

With the active involvement of parents, educators, law enforcement personnel, juvenile and family court judges, and representatives from social service, community, and religious organizations, each school and each community needs to decide which steps it may want to take to reduce truancy.

The communities that have had the most success in deterring truancy not only have focused on improving procedures - such as those that accurately track student attendance - but they also combat the problem with a comprehensive strategy that focuses on incentives and sanctions for students and their parents. Below are the five primary elements of a comprehensive community and educational strategy to combat truancy.

1. *Apply firm sanctions for truancy*

School districts should communicate to their students that they have zero tolerance for truancy. State legislatures have found that linking truancy to such items as a student's grades or driver's license can work to reduce the problem. Delaware, Connecticut, and several other states have daytime curfews during school hours that allow law enforcement officers to question youth to determine if their absence is legitimate. In a few states, including New York, a student with a certain number of unexcused absences will be failed in his or her courses. A school can suspend a student for truancy in such states as West Virginia. A Wisconsin judge may, among other options, order a truant to attend counseling or to attend an education program designed for him or her.

2. *Create meaningful incentives for parents to reduce truancy*

Many states have also begun sanctioning parents who do not support regular attendance. In some states parents who fail to see that their child attends school may be subject to fine or imprisonment or both. In addition, the fine amount can be increased for each period of truancy. A parent can also be sentenced to complete a parenting education program or be ordered to perform six months of community service in the child's school district. In Oklahoma, a family may not receive public assistance if a child is absent from school without a valid excuse 80% of the time or more.

3. *Start initiatives at school that prevent truancy*

Truancy can be caused by or related to such factors as student drug use, violence at or near school, association with truant friends, lack of family support for regular attendance, emotional or mental health problems, lack of a clear path to more education or work, or inability to keep pace with academic requirements. Schools should address the unique needs of each child and consider developing initiatives to combat the root causes of truancy, including tutoring programs, added security measures, drug prevention initiatives, mentorship efforts through community and religious groups, campaigns for involving parents in their children's school attendance, and referrals to social

service agencies.

Schools should also find new ways to engage their students in learning, including such hands-on options as career academies, school-to-work opportunities, and community service. In addition, school, community, and business leaders should help high school students find part-time jobs or work-study experiences and should connect these students to opportunities for higher education.

4. *Involve local law enforcement in truancy reduction efforts*

In order to effectively enforce school attendance policies, school officials should establish close linkages with local police, probation officers, and juvenile and family court officials. These agencies have responsibility for assisting in the enforcement of these policies and in the adjudication of students who violate truancy laws. Many communities have found that police sweeps of neighborhoods in which truants are often found is one of the most effective parts of their comprehensive truancy strategy.

5. *Involve parents in all truancy prevention activities*

Parents play a fundamental role in the education of their children. This applies to every family regardless of the parents' station in life, their income, or their educational background. Nobody else commands greater influence over young people in the regularity with which a child wakes up on time and reports to school ready to learn.

For families and schools to work together to solve problems like truancy, there must be mutual trust and communication. Schools should be "family-friendly" by encouraging teachers and parents to make regular contact even before problems arise. Schools may want to consider arranging convenient times and neutral settings for parent meetings, starting homework hotlines, training teachers to work with parents, hiring or appointing a home-school liaison, and giving parents a voice in school decisions.

Model Truancy Reduction Initiatives

Each community needs to determine how it will reduce and deter truancy. Below are examples of some communities that have addressed truancy in a comprehensive manner, employing some of the strategies discussed above.

New Haven, Connecticut

Program elements: The Stay in School Program targets middle school students who have just begun to have problems. Targeted students go to truancy court, at which a panel of high school students question them, trying to identify solutions. After court, youth and attorney mentors are assigned to each student for support. The student and the court sign a written agreement, and after

two months, students return to the court to review their contract and report on their progress.

Results: Denise Keyes Page, who recruits and trains mentors for this initiative, says "This program works because it harnesses the power of peer pressure. Truants are judged and mentored by their peers, instead of just by adults who may seem distant and unconnected. Our program uses both the carrot and stick approaches, providing both supportive mentorship and real courtroom accountability to truant students. One of the evolving strengths of the program is that not only are we providing support to the truant, but we are serving as a resource to their parents."

Rohnert Park, California

Program elements: The Stop, Cite and Return Program was designed to reduce truancy and juvenile crime in the community and to increase average daily attendance for the schools. Patrolmen issue citations to suspected truants contacted during school hours, and students are returned to school to meet with their parents and a vice principal. Two citations are issued without penalty; the third citation results in referral to appropriate support services.

Results: Due in large part to this initiative, daytime burglary is 75% below what it was in 1979 with a 75% increase in population. Haynes Hunter, who has worked in different capacities on the issue of truancy in Rohnert Park for over 15 years, says the program is effective because it is a "high visibility" effort. "Being on the street, being in contact with the kids makes them aware of the fact that we care. We want them to get their education."

Milwaukee, Wisconsin

Program elements: Parents, police, and the school system focus on the causes of truancy in the Truancy Abatement and Burglary Suppression or TABS initiative in Milwaukee. Attendance is taken every period in high school. Local police officers pick up truant students and bring them to a Boys and Girls Club for counseling. Parents are called at home automatically every night if their child did not attend school that day. If the parent is not supportive of regular school attendance, then the district attorney is contacted.

Results: In a recent sample of students who went through the TABS process, 73% returned to school the next day, 66% remained in school on the 15th day, and 64% still are in school 30 days later. Since the TABS initiative began, daytime burglary has decreased 33%, and daytime aggravated battery has decreased 29%. Aquine Jackson, Director of the Parent and Student Services Division of the Milwaukee Public Schools, says, "I think the TABS program is so effective because it is a collaboration among...the Milwaukee Public Schools, the Milwaukee Boys and Girls Clubs, the Milwaukee Police Department, and the County Sheriff, and because it is now a part of state statute that police officers can stop students on the street during school hours."

Atlantic County, New Jersey

Program elements: The Atlantic County Project Helping Hand receives referrals from six Atlantic City and four Pleasantville elementary schools for youth in K through eighth grades who have five to 15 days of unexcused absences. A truancy worker meets with the youth and family to provide short-term family counseling, usually up to eight sessions. Referrals for additional social services are made on an as needed basis. If the family fails to keep appointments, home visits are made to encourage cooperation. Once a truancy problem is corrected, the case is closed and placed on an aftercare/monitoring status with contact made at 30, 60, and 90 day intervals to ensure that truancy does not persist.

Results: During the past school year, 84% of the students who participated in the Atlantic County program had no recurrence of truancy. Colleen Denelsback of project Helping Hand says that "Our philosophy is one of early intervention, both at the age level and the number of unexcused absences. We stress that the earlier intervention takes place, the greater the chance for positive outcomes. Early intervention will prevent truancy and later delinquency."

Norfolk, Virginia

Program elements: The Norfolk, Virginia school district uses software to collect data on students who either are tardy, cut class, leave grounds without permission, are truant but brought back to school by police, or are absent without cause. Each school has a team comprised of teachers, parents, and school staff that examines the data to analyze truancy trends. For example, a team may try to pinpoint particular locations where truant students are found during school hours and then place additional monitors in these locations. A team might also notice certain months when truancy is prevalent and then design special programs to curb truancy during those months.

Results: Ann Hall of the Norfolk Public Schools says, "Attendance has improved at all levels of schools since 1992 - two percent at the elementary and secondary levels. The overall district average is up one percent. This is significant in that legal attendance is at the 93rd percentile. Tighter attendance policies, grading practices, and teamwork have lead to this improvement...There are few, if any, teachers complaining that discipline and law violations are not being handled consistently throughout the district. This is a marked improvement over the report that was made in the teacher satisfaction survey conducted in 1988."

Marion, Ohio

Program elements: The Community Service Early Intervention Program focuses on potential truants during their freshman year. Referred students are required to attend tutoring sessions as directed, give their time to community service projects, and participate in a counseling program. In addition, students are required to give back to the Intervention initiative by sharing what they have learned with new students in the program and by recommending other who might benefit.

Parental participation is required throughout the program. Upon completion of the six-week sequence, school records relative to truancy are nullified. If the student fails the program, formal

court intervention is the next step.

Results: Of the 28 students who took part in the program this semester, 20 have improved attendance records and will pass their freshman year. The eight who did not improve their attendance records either moved from the school district or were removed from the school for failure to meet attendance requirements. Misty Swanger, Community Educator for this initiative, saw a general improvement in the grades and behavior of the students.

Executive Director Christine Haas says, "This program is a combination of early intervention and early attention. As long as the child knows that someone is watching out for them and taking an interest in them, they will not be truant. The attention factor is very important. It creates success." The intervention program has already identified 100 ninth grade students with truancy problems to work with in the coming year.

For More Information

For more information, please call the U.S. Department of Education Safe and Drug Free Schools Office at 202-260-3954.

Prepared by the U.S. Department of Education in consultation with local communities, the National School Safety Center, and the U.S. Department of Justice.

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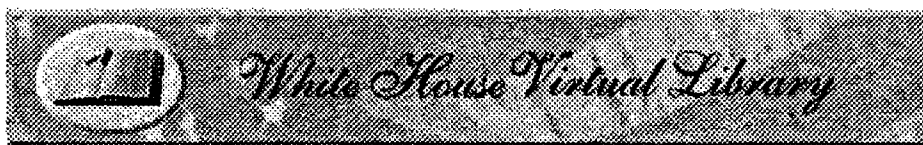
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Ending Teen Tobacco Use
Divider Title: _____

WORKING TO END TEEN TOBACCO USE

"President Clinton has proposed restricting youth access to tobacco products, and reducing the advertising and promotional activities that make these products appealing to young people."



White House Press Release**Radio Address Of The President To The Nation**

The White House

Office of the Press Secretary

For Immediate Release

August 12, 1995

Radio Address Of The President
To The Nation

The Oval Office

10:06 A.M. Edt

The President: Good morning. This week I directed the Food and Drug Administration to propose stiff restrictions on the advertising, marketing, and sales of cigarettes to children, after a 14-month-Fda study, an exhaustive study which found **tobacco** addictive, harmful and readily available to young Americans. I did so because sometimes we must act sternly and boldly to fulfill our most fundamental moral obligation -- our duty as adults to ensure that our children grow up healthy and strong.

The grim fact is that every single day in America 3,000 new teenagers light up for the first time. Most are destined to become addicted, and a thousand of them will die before their time from diseases caused by **tobacco**.

Teenagers don't just "happen" to smoke. They're the victims of billions of dollars of marketing and promotional campaigns designed by top psychologists and advertising experts. These campaigns have one inevitable consequence -- to start children on a lifetime habit of addiction to **tobacco**. And if you don't start smoking as a teen, chances are very good you'll never start at all. Somebody has to stop this. That's why I decided to act.

The way the cigarette companies reach children is especially effective. They sponsor auto races or tennis matches. The subtle message is that smoking can't be that bad for you if it's so intimately involved with sports. Well, our plan stops companies

from sponsoring events in cigarette-brand names.

Stores sell cigarettes in kiddy packs of handful of cigarettes, or even sometimes, just one cigarette, so teenager with very little money can buy smokes out of their pocket change. My plan bans that, too. Billboards and ads in teen magazines show rugged men and glamorous women lighting up, and blissful couples sharing their cigarettes. The message is, smoking is sexy; it will make you more attractive; it will make you happier. My plan will ban those manipulative visual images, too.

Let's be clear: cigarettes are a legal product, but cigarettes sales to minors are illegal in all 50 states. But lots of children smoke in all 50 states, getting these small packs or getting the cigarettes out of vending machines, or sometimes just buying them across the counter. And the advertising has a lot to do with it.

So let's end the hypocrisy of pretending that while sales to teens are illegal, marketing to teens is legal. Let's stop pretending that a cartoon camel in a funny costume is trying to sell to adults, not children.

Cigarette companies say they want to reduce teen smoking. But their lawyers rush to the courthouse to seek an order

blocking our actions. Well, that's their right, but it is my duty to safeguard the health and the safety of our children. And I won't back down.

Now I'd like to turn the microphone over to a brave man, Victor Crawford. For years Mr. Crawford was a lobbyist for the top **tobacco** companies. He smoked, and tragically, he's now fighting his own battle against cancer. I think his comments on the tactics of **tobacco** advertising may be especially helpful.

Mr. Crawford.

Mr. Crawford: Thank you, President Clinton, for giving me this chance to talk to the young people of America. And from the bottom of my heart, I thank you for the wonderful things you're doing to protect them from smoking. This was an issue you could have easily avoided, but instead you did the right thing and took the leadership position.

Kids, cigarettes are bad for you, and they're killers. I know. I used to work for the industry that makes them. I was part of a well-organized machine that depends on young people like you believing that cigarettes are okay. Some of the smartest people in America work at just one thing -- figuring out how to get you to smoke. As **tobacco** kills off people like me, they need kids like you to replace me.

As the President has described already, anything goes -- any marketing gimmick, any trick to make you want to smoke. They talk about peer pressure; how do you think that peer pressure starts? We did it through our advertising.

For several years I protected the cigarette industry from anybody who wanted to restrict smoking. I fooled a lot of people; and, kids, I fooled myself, too. I smoked heavily and I started when I was 13 years old. And now in my throat and in my lungs where the smoke used to be there's a cancer that I know is

killing me.

It's too late for me, but it's not too late for you.
Use your brain. Don't let anybody fool you. Don't smoke.

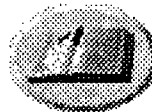
And, Mr. President, on behalf of millions of other people like me, I thank you very much for the steps you're taking to stop cigarette companies from fooling the people into smoking and being a true leader that this country needs. Thank you.

The President: Mr. Crawford, thank you. Your courage in speaking out has inspired me, and it will help all of us to save the lives of countless young people in the future. Better than almost anyone in America, you know the powerful forces that are trying to preserve the status quo. But no one -- no one -- should risk our children's future for their own personal gain. And your personal struggle, Mr. Crawford, and that of millions of other Americans who suffer from smoking's consequences, show why we must act, and act now, for our children, our families, and our American family.

Thanks for listening.

End

10:11 A.M. Edt



To comment on this service: feedback@www.whitehouse.gov