

WHITE HOUSE LEADERSHIP CONFERENCE ON YOUTH, DRUG USE, AND VIOLENCE

THE CLINTON ADMINISTRATION'S ANTI-DRUG AND ANTI-CRIME ACCOMPLISHMENTS: MEETING THE CHALLENGE TO MAKE COMMUNITIES AND SCHOOLS SAFE AND DRUG FREE

At last we have begun to find a way to reduce crime, forming community partnerships with local police forces to catch criminals and prevent crime. This strategy, called community policing, is clearly working. Violent crime is coming down all across America....We have got to keep more of our young people out of trouble, with prevention strategies not dictated by Washington, but developed in communities....To reduce crime and violence we have to reduce the drug problem. The challenge begins in our homes, with parents talking to their children openly and firmly. It embraces our churches and synagogues, our youth groups and our schools.

President Clinton, January 23, 1996 State of the Union Address

Over the past 3 years, the Clinton Administration has made tremendous progress in bringing crime and drug abuse under control. The violent crime and murder rates across the country are falling, thousands of criminals have been prevented from buying guns, and more police are on the streets. Cocaine use—the source of most of the country's drug-related crime—has dropped dramatically in recent years, and Americans' expenditures for illicit drugs have declined 23 percent in the last 5 years.

At the same time, however, we are witnessing both a troubling change in young people's attitudes toward drugs and an increase in violent juvenile offenses. President Clinton is committed to reversing these trends and continuing the United States' progress. This commitment makes the President stand up for America's children, families, and communities and lead the effort to accomplish the following:

- Break the vicious cycle of drugs and violence by getting hardcore drug users off the streets and giving local communities the resources they need to fight drugs;
- Stop drugs at their source, before they get to the Nation's borders;
- Put more police on the streets and keep guns out of young people's hands;
- Ban deadly assault weapons and take career criminals off the streets; and

- Prevent drug use by teaching children about the dangers drugs pose and deglamorizing drug use in the minds of every child.

RECORD OF ACCOMPLISHMENT

Providing a Comprehensive Drug Strategy for the Nation

To provide a comprehensive drug strategy for the Nation, the Clinton Administration has accomplished the following:

- Made the **National Drug Policy Director** a full Cabinet level position;
- **Refused full certification to Andean source countries**, which resulted in the arrest of six Cali Cartel top leaders;
- Dedicated a **United Nations address** to solving the international drug crisis, announced a freeze on assets of companies cooperating with the Cali drug cartel, and called for worldwide cooperation in stopping money laundering and narcotics flow;
- Provided to States and localities resources to make prevention and treatment available with expanded **drug courts, boot camps, and treatment in the criminal justice system**;
- Expanded **drug treatment** for hardcore drug users to help end the cycle of violence and drug abuse;
- Issued a Presidential Directive to develop a **Comprehensive Drug Testing Program** for the Federal criminal justice system and urged States and localities to adopt a similar program;
- Initiated a **National Drug Media Literacy Campaign** for parents, youth, and communities;
- Developed a **Comprehensive Marijuana Strategy** targeting youth;
- Issued the **first Heroin Strategy** to develop international cooperation against heroin; and
- Strengthened the Nation's borders by increasing the number of **Border Patrol Agents** and initiating **Operation Hard Line** through the U.S. Customs Service.

Making Our Nation's Streets and Communities Safer Through Effective Anti-Crime Measures

To make our Nation's streets and communities safer through effective anti-crime measures, the Clinton Administration has accomplished the following:

- Broke 6 years of Congressional gridlock by signing the **toughest and smartest Crime Bill** ever, with bipartisan support and endorsements from every major law enforcement organization in the United States. This historic legislation accomplished the following:
 - Created the Office of Community Oriented Police Services (COPS), which is putting **100,000 new community police officers** in cities, towns, and rural areas. In just over 1 year, funding for more than 31,000 new police officers was provided;
 - Banned **19 of the deadliest assault weapons** and their copies, but specifically protected more than 650 legitimate sporting weapons;
 - Provided the **death penalty for drug kingpins and murderers of law enforcement officers**;
 - Increased penalties for **sex offenders** and imposed a registration requirement for violent sexual offenders;
 - Included the **Violence Against Women Act**, the first national effort to reduce violence against women, which triples funding for **battered women's shelters** and already has provided **\$26 million in State grants** to bolster law enforcement, prosecution, and victims services;
 - Created a nationwide, **24-hour Domestic Violence Hotline** that provides immediate crisis intervention, counseling, and referrals;
 - Targeted career violent offenders with a **"Three Strikes and You're Out"** policy that keeps them behind bars for life after the third offense;
 - Provides \$7.9 billion in funding for **more prison cells** to help States ensure that violent offenders serve their full sentences; and
 - Created the **Community Schools Program**, which promotes constructive alternatives for young people after school, in the evening, on weekends, and during the summer to prevent involvement in and the victimization by crime;
- Fought for and signed the **Brady Bill**, which has prevented more than 60,000 convicted felons, fugitives, stalkers, and other prohibited purchasers from buying handguns;
- Granted awards totaling **\$88 million to assist States in automating and updating their criminal history record systems** to prevent the sale of firearms to convicted felons and other prohibited purchasers;
- Launched the **Anti-Violent Crime Initiative**, which has led to the arrest and conviction of many of the United States' most violent criminals;

- Provided grants to fight gang activity and youth violence through the U.S. Department of Health and Human Services' **Youth Gang Initiative Program**;
- Provided up to \$1 million to each of 10 urban police departments, through the **COPS Youth Handgun Initiative**, to expand or enhance community policing and enforcement efforts to comprehensively address the rise of youth firearms violence;
- Initiated a **"One Strike and You're Out"** program to directly support public housing so drug dealers and violent offenders are no longer able to terrorize residents in their homes;
- Initiated **Operation Safe Home**, in which Federal law enforcement agencies are working with public housing residents and managers to increase the arrest and conviction of violent and drug-related suspects so public housing developments can be safer places;
- Initiated the **SafeFutures Program**, which demonstrates the importance of public/private partnerships in providing a continuum of services and sanctions for juveniles;
- Implemented **Tribal Strategies Against Violence**, a Federal-tribal partnership initiative designed to empower Native American communities to develop strategies to reduce the incidence of family violence, child abuse, and juvenile delinquency; and
- Implemented a **multisite demonstration** of communitywide approaches to youth gang prevention, intervention, and suppression; funded gang prevention programs in **Boys & Girls Clubs** across America; and established a **National Gang Center**, a resource center for youth gang research and statistics.

Making Our Schools Safe, Disciplined, and Drug Free

To make our schools safe, disciplined, and drug free, the Clinton Administration has accomplished the following:

- Strengthened and expanded the **Safe and Drug-Free Schools and Communities Act**, which enables schools and school districts to develop and implement violence and drug programs; more than 97 percent of our school districts use these funds to keep violence and drugs and alcohol away from students and out of schools.
- Issued a Presidential Directive to enforce the **"Zero Tolerance"** measures outlined in the Gun-Free Schools Act.
- Supported **School Athlete Drug Testing** before the Supreme Court, sending the message to parents and students that drug use will not be tolerated in our schools.
- Pushed for passage of the **Safe Schools Act**, the first Federal legislation to assist schools in their efforts to create safe schools.

- Encouraged schools to adopt **School Uniform Policies**, which promote discipline and respect, and developed a manual to be distributed to 16,000 school districts to assist them in establishing these policies.
- Won passage of the **Improving America's Schools Act**, which gives schools more flexibility and opportunity to provide activities geared toward violence and drug prevention.

Providing Opportunity and Hope to Our Communities

To provide opportunity and hope to our communities, the Clinton Administration has accomplished the following:

- Enlisted all Federal agencies in supporting American values and fighting drugs by creating **9 Empowerment Zones and 95 Enterprise Communities** that will revitalize and strengthen distressed neighborhoods and fight drugs;
- Signed the **National Service Act**, creating the AmeriCorps program, which has already permitted nearly 50,000 young people to serve their community and finance their education;
- Launched the **Safe Neighborhood Action Plan** in 14 cities to work with local law enforcement property owners, residents, and local governments to develop a unified strategy to reduce crime and enhance safety and social services in urban neighborhoods;
- Awarded \$75 million in 1994 to create **75 Family Investment Centers** that provide supportive services such as child care, employment training, and counseling at public housing developments;
- Launched a **Youth Step-Up** apprenticeship initiative to provide youth living in public housing developments with a ladder from hopelessness to self-sufficiency through work and training on construction jobs;
- Created the **Pulling America's Communities Together (PACT)** program, which supports coordination between the Federal and local levels to pull together violence prevention resources;
- Developed an automated system called **PAVNET (Partnership Against Violence Network)** to provide local communities and schools with information on effective violence prevention strategies and programs;
- Launched the **Campus of Learners** to transform public housing developments into living and learning centers through education, technology, and job training; and
- Fought to maintain \$280 million funding for the **U.S. Department of Housing and Urban Development Drug Elimination Program**, which funds all the crime prevention and law enforcement activities at public housing developments across the Nation.

Strengthening Families and Helping Children To Develop Into Productive Citizens

To strengthen families and help children to develop into productive citizens, the Clinton Administration has accomplished the following:

- Proposed and signed into law the **Family Preservation Act**, which enables families to work with communities to strengthen parenting skills and prevent removal of children to foster care;
- **Improved and expanded Head Start** to enhance quality; allow more full-day, full-year programming; improve training; begin activities for children ages 0 to 3; and provide Head Start services to residents in public housing developments;
- Helped provide all children with the care and security they deserve by increasing **child care funding** in every budget proposal and increasing **adoption and foster care funds** by nearly \$600 million from 1994 to 1995;
- Signed the National Highway Safety System Designation Act of 1995, which requires States to adopt a **Zero Tolerance** standard for drivers under age 21;
- **Gave parents greater control** over what their children watch on television by requiring “V-chips” to be installed in all new television sets;
- Proposed targeted measures to **cut off children’s access to tobacco** and to reduce the appeal of tobacco products;
- Enacted **School to Work legislation**, which creates apprenticelike experiences to connect schools and employers and help young people more consistently transition from school to work;
- Signed historic **Immunization legislation** to ensure that all American infants and toddlers receive necessary immunization;
- Increased **paternity establishment and collection of child support payments**;
- Granted **AFDC (Aid to Families with Dependent Children) waivers in 35 States** to help families become economically self-sufficient and free from welfare dependency; and
- Signed the **Family and Medical Leave Act**, allowing parents to spend critical time with their children without the risk of losing employment.

WHITE HOUSE LEADERSHIP CONFERENCE ON YOUTH, DRUG USE, AND VIOLENCE

Strengthening the Justice System Response to Juvenile Crime

(Moderated by Associate Attorney General John Schmidt)

Challenge: To ensure public safety by improving the justice system's ability to prevent youth violence, including gang violence, and to immediately intervene, treat, and appropriately sanction juvenile offenders.

1. Creating an Effective Juvenile Justice System
2. Implementing Specialized Strategies for Juvenile Offenders Involved in Violent Crime or Serious Drug-Related Crime
3. Breaking the Cycle of Violence and Protecting Victims' Rights

Strengthening the Law Enforcement Response to Juvenile Crime

(Moderated by Attorney General Janet Reno)

Challenge: To ensure public safety by improving law enforcement's ability to prevent youth violence, including gang violence, and to immediately intervene, treat, and appropriately sanction juvenile offenders.

1. Strengthening the Federal, State, and Local Law Enforcement Response to Violent and Drug-Abusing Juvenile Offenders
2. Implementing Community Oriented Policing Strategies To Deter and Suppress Juvenile Violence and Drug Abuse

Making Schools Safe, Disciplined and Drug Free

(Moderated by Education Secretary Richard Riley)

Challenge: To ensure all youth the opportunity to attend schools that are safe, disciplined, and drug free and to travel to and from school without being threatened, victimized, offered drugs, or exposed to drug trafficking.

1. Developing Principles on Which To Build Strategies
2. Identifying Elements of Effective Strategies

Strengthening Families and Creating Safe Passages for Youth

(Moderated by Health and Human Services Secretary Donna Shalala)

Challenge: To provide the Nation's youth with the support they need to make a safe passage from childhood to adulthood and to strengthen America's families so they can help steer youth away from drugs and violence and toward healthful activities and positive futures.

1. Creating Safe Passages for Young People
2. Building Strong Families

Mobilizing Communities for Youth

(Moderated by Housing and Urban Development Secretary Henry Cisneros)

Challenge: To mobilize communities to work together to provide the Nation's youth with a safe, educational, and nurturing environment at home and in their neighborhoods.

1. Providing Positive Alternatives Where Youth Live
2. Encouraging Public/Private Partnerships
3. Strengthening Community Based Organizations
4. Creating Safe Living Environments

The Media's Role in Preventing Youth Drug Use and Violence

(Moderated by Domestic Policy Advisor Carol Rasco)

Challenge: To encourage positive media influences that help steer youth away from drugs and violence and encourage healthy activities and to provide parents and communities with the tools necessary to educate themselves and their children about the impact, both positive and negative, of the media.

1. Limiting Negative Media Influences on Youth
2. Promoting Positive and Educational Media for Youth
3. Using the Media To Disseminate Anti-Drug and Anti-Violence Messages

Curbing Underage Drinking

(Moderated by Transportation Secretary Federico Peña)

Challenge: To curb underage drinking by enhancing criminal justice and legislative deterrence, improving preventive educational tools, and decreasing external pressures to drink at an early age.

1. Developing Prevention Programs
2. Eliminating Underage Drinking and Driving: Implementing Zero Tolerance
3. Limiting Access

Reducing Drug Use Through Prevention and Treatment

(Moderated by Director of the Office of National Drug Control Policy Barry McCaffrey)

Challenge: To reduce adolescent drug use by promoting individual responsibility and strong families and ensuring safe and drug-free schools and communities.

1. Identifying the Causes of Drug Use and Abuse
2. Implementing Drug Abuse Prevention
3. Providing Drug Abuse Treatment

Reducing Youth Gang and Gun Violence

(Moderated by Treasury Secretary Robert Rubin)

Challenge: To reduce youth involvement with gangs and guns and to reverse the unacceptable increase in youth gang and gun violence.

1. Implementing Communitywide Responses to Youth Involvement With Gangs and Guns
2. Reducing Youth Involvement in Violent Gangs
3. Reducing Illegal Gun Involvement by Youth

THE MEDIA'S ROLE IN PREVENTING YOUTH DRUG USE AND VIOLENCE

THE CHALLENGE

To encourage positive media influences that help steer youth away from drugs and violence and encourage healthy activities and to provide parents and communities with the tools necessary to educate themselves and their children about the impact, both positive and negative, of the media.

STRATEGIES TO ADDRESS THE CHALLENGE

The following discussion addresses three effective strategies by which the media can help prevent youth drug use and violence.

1. Limiting Negative Media Influences on Youth

- *Providing Parents Information on and Control Over Programming.*—The Telecommunications bill signed into law by President Clinton gives parents the technology to block out television programs that carry a rating for violence or explicit sexual material. Within 2 years, all television receivers sold in this country will be required to contain the “V chip.” On February 29, 1996, at a meeting between the President, Vice President, and media industry representatives, the media industry committed to create a voluntary rating system for television programming, including broadcast and cable programming, and to have it in place within 1 year.

This rating system, in conjunction with the V chip, will enable parents to protect their children from programs they consider inappropriate without infringing on the rights of others to view those programs. Each family makes its own choice about what programs are appropriate.

2. Promoting Positive and Educational Media for Youth

- *Providing Positive Programming.*—In addition to turning off programs they feel are inappropriate for their children, parents need to be able to turn on positive programming. A need exists for more educational and positive choices of programs for families, and it will take the active participation of the public to help bring about such a change.

Note: The term “media” is used here as a generic term for the businesses, organizations, and professional societies that organize and produce media; the media themselves (i.e., radio, movies, television, music, advertisements, and interactive media); and their creative, technical, administrative, and management personnel.

The February 29 meeting also included a discussion of the quality and quantity of children's programming. Some programming companies have committed to airing 3 hours of educational programming per week and have challenged others to make similar commitments to serve children, through programming or in other ways, such as supporting community projects.

- *Public Broadcasting.*—Much of the research on television violence indicates that younger youth are particularly vulnerable to the influences of media violence. Older youth seem better able to put media violence into context and balance it against their own life experiences. Offering positive programming alternatives for younger youth, therefore, is critical. Public broadcasting, with an average of 6 hours of educational programming for children per day, is a key source of nonviolent programming for young children.
- *Media Literacy.*—An important step toward reducing violence in popular programming is to help families understand the power of media images and messages and thus to become more critical and selective viewers of television. As families understand the impact of violence in television and choose to select less violent programming, this can have a powerful economic impact on programmers.

Following the February 29 meeting with the media industry, the President and Vice President indicated an interest in supporting media literacy campaigns. Industry and parent initiatives are ongoing in this area, and they can be expanded to reach more families.

3. Using the Media To Disseminate Anti-Drug and Anti-Violence Messages

The media, because of its potential for influence and its abundance of creative talent, is a critical player in efforts to reduce drug use and violence among youth. Strategies directed toward media dissemination of anti-drug and anti-violence messages include the following:

- *Use Advertising Campaigns.*—Advertising campaigns have been effective at promoting positive social responses. For example, public health researchers, along with parents and community groups, helped to create the "Designated Driver" campaign, which is credited with introducing the concept of a designated driver into popular culture and helping to decrease drunk driving among teens and adults. The current anti-violence campaign "Squash It!" is helping to teach youth the concept of "squashing" violent behavior.
- *Conduct Industry Education/Positive Programming.*—Organizations such as MediaScope have conducted workshops to educate writers, producers, and directors about the impact of portrayals of violence and drug use in the media. This education has led to a greater understanding of the consequences of negative images, as well as an understanding of how the media can build positive messages into popular programs watched by children and teens. For example, several popular programs have incorporated the role of a designated driver, shown characters using seatbelts, and highlighted characters solving problems nonviolently.

REDUCING YOUTH GANG AND GUN VIOLENCE

THE CHALLENGE

To reduce youth involvement with gangs and guns and to reverse the unacceptable increase in youth gang and gun violence.

STRATEGIES TO ADDRESS THE CHALLENGE

The following discussion addresses three effective strategies for reducing youth gang and drug violence.

1. Implementing Communitywide Responses to Youth Involvement With Gangs and Guns

- *Develop an Understanding of What Draws Youth to Gangs and Guns.*—Youth are involved with gangs and guns for many reasons, not all of which are clearly understood. Although some youth who are involved with gangs and guns become violent criminals who must be prosecuted to the fullest extent of the law, others can be drawn away from this cycle of violence before it is too late. We must understand what draws some youth to gangs in the first place and provide effective alternatives, while acknowledging that not all youth will choose to take advantage of them.
- *Implement Promising Strategies To Reduce Gang and Gun Involvement.*—Promising strategies are being developed around the country, but it is clear that no single answer exists to the problems of gang and gun involvement, which vary in intensity from community to community. Strategies currently being developed include early intervention, leadership by media figures familiar to youth, afterschool activities, development of group activities, targeted law enforcement, mentoring, diversion programs for juvenile offenders, and more participation by the faith community. Youth also must have legitimate opportunities to earn money. Economic development requires crime control, and crime control is essential to successful economic development.
- *Achieve Greater Community Coordination.*—Effective community responses must involve many sectors of the community and be more effectively coordinated than they are in most communities today. Otherwise, well-intentioned efforts cannot be sustained over time, and various groups will lose the opportunity to enhance their impact by working together. Government—Federal, State, and local—is just one community participant and cannot solve this problem without the assistance of a broader based coalition.

2. Reducing Youth Involvement In Violent Gangs

- *Focus on Why Youth Join Gangs.*—Youth join gangs for many reasons, including simple fear, involvement with drug dealing, and attraction to guns or violence. To develop useful prevention, intervention, and law enforcement strategies, we need a clear understanding of the different forces at work.
- *Increase Federal Prosecution of Gang Members and Federal Support for Local Law Enforcement Strategies Aimed at Suppressing Violent Youth Gangs.*—Once youth join gangs, they may become more prone to violence. Just a few violent youth can have a major impact on public safety and the community's sense of security. Law enforcement must have special strategies for targeting and controlling the most violent aspects of gangs. As President Clinton emphasized in this year's State of the Union address, the Federal Government has an important role to play in coordinating efforts by law enforcement to bring more prosecutions against violent gangs. Federal efforts are most useful when they support local law enforcement efforts. Federal law enforcement agencies should share expertise and other resources with local law enforcement and support local law enforcement strategies aimed at gang suppression. One promising approach to suppressing violent youth gangs is to reduce gang members' demand for guns and the frequency with which they carry guns.
- *Draw Gang Members Away From Gangs.*—Once youth join a gang, their involvement with violence is likely to increase. Many strategies are being explored to find ways of persuading gang members to leave the gang, including public education campaigns, diversion and treatment programs, gun courts, and alternative schools. Reducing young people's fear and providing them with alternative opportunities in the community are key objectives.

3. Reducing Illegal Gun Involvement by Youth

- *Intervene in Illegal Gun Markets.*—Except under narrowly defined circumstances, any transfer of a handgun to a juvenile is a violation of Federal law. Federal gun laws such as the Brady Act are stopping felons and juveniles from buying guns from licensed gun dealers, but youth still are getting access to guns. We must use what we already know about illegal gun markets and gain a better understanding of them to reduce the supply of illegal guns to young people and reduce their demand for guns. Adults who engage in trafficking guns to juveniles must be held accountable and prosecuted. Strategies such as intensive gun searches, gun buy-back programs, and curfews are promising ones that await further evaluation. Gun-tracing information systems and ballistics identification technology both are promising developments. State laws must be examined to ensure there are no loopholes for gun traffickers.
- *Build Violence Prevention and Intervention Programs.*—Approaches in various sectors are being developed and need further evaluation. Police and sheriffs' departments have been instrumental in supporting the development of youth gun violence reduction programs in schools, community-based organizations, and

physicians' offices. The departments emphasize prevention of weapon misuse, the risks involved in possessing a firearm, and the need for conflict resolution skills. Peer education programs have been developed by health care organizations to treat youth injured by gun violence and general public education campaigns can play an important role in preventing gun violence. Law enforcement and juvenile justice system personnel are developing new approaches to intervene with youth caught with guns, but use of these approaches still are rare. Use of scanners in schools has become widespread.

- *Develop Diversion and Treatment Programs.*—Courts are experimenting with diversion and treatment programs for youth who have been involved in gun violence. Special gun courts have been set up to focus on gun crimes; these programs both expedite case handling and have the potential to address special treatment issues related to gun violence. Alternative schools are being tried in some communities. Judges and others involved in these programs must work with others in the community to develop comprehensive community programs based on the knowledge each has gained.

REDUCING DRUG USE THROUGH PREVENTION AND TREATMENT

THE CHALLENGE

To reduce adolescent drug use by promoting individual responsibility and strong families and ensuring safe and drug-free schools and communities.

STRATEGIES TO ADDRESS THE CHALLENGE

The following discussion addresses three strategies for reducing drug use through prevention and treatment.

1. Identifying the Causes of Drug Use and Abuse

Positive attitudes toward illicit drug use have increased over the last 5 years. Substance abuse is a problem affecting all sectors of American society. It crosses all societal boundaries and exists in both urban and rural areas. It affects both males and females, every ethnic group, and people in every tax bracket. No one factor alone causes drug use or addiction. Many environmental, societal, and personal factors contribute to first-time drug use, continued use, and possible addiction. Drug use by youth does not result solely from a lack of education or information. Researchers have identified several risk factors that may contribute to the increased probability of drug use by an adolescent, including the following:

- Family history of drug and/or alcohol use;
- Peers who use drugs and/or alcohol;
- Lack of strong positive role models;
- Antisocial behavioral problems;
- Attention deficit, hyperactivity, and other neurologic disorders left untreated and that result in poor school performance; and
- Use of alcohol and tobacco at an early age (i.e., age 10 or younger).

Today many programs offer a wide variety of services for youth, in recognition of the complex issues that must be addressed. These programs stress cessation of drug use, reduced psychological distress, increased attendance at school and/or work, improved

academic performance, reduced delinquent activities and other risky behaviors, and improved relationships with family and friends.

2. Implementing Drug Abuse Prevention

A substantial body of knowledge about effective drug abuse prevention has accumulated that details the effectiveness of various approaches, including heightening public awareness; strengthening parenting; providing mentoring; building social, academic, and vocational skills; mobilizing communities; developing media literacy; changing cohort and community norms; and implementing strong school-based drug education curricula. Prevention efforts need to consider research into adolescent development and early childhood. Adolescence is a crucial time in a person's life. Youth may experience alienation from their families, schools, and communities; feel the stress of trying to master social skills; and struggle with establishing an identity. We know prevention works, and we know no single prevention strategy or program keeps youth drug free. Research suggests that prevention effectiveness can be facilitated by understanding what approaches work best for specific age groups.

3. Providing Drug Abuse Treatment

Addiction, the end stage of chronic drug and alcohol use, produces most of the physical and mental consequences associated with drug use, especially among youth. Accepted diagnostic criteria for addiction include such physical effects as marked tolerance and symptoms of withdrawal and psychological consequences such as craving and preoccupation with obtaining and using drugs. Addiction fuels destructive behavior patterns that become progressively difficult to break. The progression, from casual drug and alcohol use through habitual use to addiction, involves a multidimensional process that affects youth, their families, and society. Although more research is necessary for a full understanding of and adequate responses to adolescent drug use, it is safe to say that any youth who uses drugs regularly, experiences use-related consequences, and finds it difficult to stop needs drug treatment. Fortunately, treatment can be effective, as has been demonstrated by more than 30 years of research, evaluation, and professional experience.

Effective drug treatment is a highly structured process that begins with an assessment of the severity of drug involvement and the identification of other significant personal, medical, and social problems. Programs demonstrating a significant degree of efficacy can vary in duration, setting, and therapeutic approach. Some embrace a single strategy such as family-based therapy, and others are comprehensive by design, coordinating drug abuse treatment with mental health care, a variety of social services, life skills training, educational and vocational opportunities, and recreational activities. Regardless of treatment program approach, however, nothing can substitute for strong family involvement, community support, and positive peer relationships, which must be encouraged and fostered by adolescent services providers.

CURBING UNDERAGE DRINKING

THE CHALLENGE

To curb underage drinking by enhancing criminal justice and legislative deterrence, improving preventive educational tools, and decreasing external pressures to drink at an early age.

STRATEGIES TO ADDRESS THE CHALLENGE

The following discussion addresses three effective strategies to curbing underage drinking.

1. Developing Prevention Programs

Prevention encompasses a wide range of programs and activities, including information programs in the workplace; articles, editorials, and public service announcements in the media; and other public awareness programs sponsored by private organizations or Federal, State, and local government agencies. The most successful prevention efforts are focused on educating youth and involving them in the design and implementation of programs. Prevention cannot work alone, however, but must exist in combination with effective laws and enforcement.

Throughout the 1980s, the country experienced a significant reduction in alcohol and other drug use by high school students, accompanied by a significant decline in alcohol-related fatalities for teenagers. During this same period, curriculum-based drug prevention programs flourished in the schools, along with an understanding by youth that drug use was harmful. Today expanded core curriculum requirements and budget cutting have impacted school alcohol and other drug education (perceived harmfulness of drug use has declined). We also have seen an increase in marijuana and other drug use among 8th, 10th, and 12th graders. New cohorts of students pass through the schools each year, and the battle won last year to educate youth about the dangers of drug and alcohol use must be fought again every year.

Youth involvement in addressing the problems of underage drinking has long been advised by those knowledgeable about alcohol use and impaired driving but has infrequently received priority attention. Although many examples exist of youth engaging in school and community prevention activities and, less frequently, in State planning teams, more often than not youth are left out of executive-level planning decisions. Youth are available in schools and communities who, if given direction and basic resources, are willing to volunteer their time to social causes such as curbing drinking and driving.

The greatest declines in youth alcohol-related fatalities over the past decade have coincided with high levels of youth involvement in prevention activities such as Students Against Driving Drunk (SADD). Since its inception in the early 1980s, SADD has created more than 16,000 high school chapters engaged in a variety of prevention activities aimed at peers and parents. A 1995 evaluation of prevention programs by the National Highway Traffic Safety Administration found that students attending a school program in which they were exposed to activities directed against underage drinking and drinking and driving were more likely to hold attitudes reflecting positive reasons for not using alcohol.

2. Eliminating Underage Drinking and Driving: Implementing Zero Tolerance

Eliminating underage drinking and driving requires enacting effective laws, such as Zero Tolerance laws, and active enforcement. Ideally the entire criminal justice system must be synchronized to effectively respond to this problem.

Impaired driving affects young drivers even more than adults. Among younger drivers, low blood alcohol concentrations (BACs) result in more crashes than among older drivers. In 1994 more youth ages 18, 19, and 20 died in crashes involving low BACs (i.e., between .01 and .09) than did drivers of other ages. Yet, while juvenile drivers (generally under age 18) have a relatively high alcohol-related crash rate, they have a very low arrest rate compared to other drivers. Given that younger drivers often do not have as great a fear of injury and death, the fear of engaging in this dangerous and illegal activity is lessened further by a low arrest rate.

Zero Tolerance laws, which make it illegal for anyone under age 21 to drive with any measurable alcohol in their system, are helping to address underage drinking and driving. These laws have been proven to reduce teenage impaired driving crashes and now are the law in more than half of the States. A new Federal law signed by President Clinton will require all States to enact Zero Tolerance laws by 1999.

Traditional DWI (Driving While Intoxicated) enforcement targets bars and late-evening drinking drivers. Teenagers, however, drive impaired in the neighborhoods, near parks, and beaches where their drinking occurs. They also drive earlier in the evening and predominately on weekend nights. These are times when demand on police services are greatest and when police have the least amount of time to process these time-consuming offenses. Clearly, effective enforcement requires greater—and redirected—resources.

Multijurisdictional task forces can increase effective enforcement against impaired driving by providing for shared resources by many departments. These efforts employ saturation patrols and checkpoints at targeted times and locations at which large numbers of underage youth may drive impaired. Patrols targeting football games and other events that attract youth in large numbers are productive ways to detect teenage alcohol-impaired driving. Use of technology, such as breath testers, help police detect impaired drivers, especially those with lower BACs. Enforcement operations such as these generally are more effective when an enforcement blitz is combined with public information.

Finally, an efficient and well-coordinated criminal justice system must be in place to effectively respond to impaired driving among youth. Obstacles within the system sometimes work against effective response. For example, police often are required to proceed differently when making a juvenile arrest and, quite frequently, to complete more paperwork. After an arrest, a juvenile must be held temporarily and out of sight and sound of adult offenders. The police officer is likely to stay with the juvenile until other custody can be arranged. Furthermore, relatively few alcohol and other drug assessment instruments, education options, and aftercare or probation services exist for youth. Law enforcement has chosen not to involve alcohol-impaired driving youth in the system because of the many obstacles youth face.

3. Limiting Access

Underage access to alcoholic beverages depends on the system of alcohol control in the States and the priority, resources, and effectiveness of enforcement applied to reducing access. Innovative enforcement techniques and strategies have been employed by many communities to address these issues.

Limiting access starts with the laws regarding the sale of alcoholic beverages to minors. All States generally use one of two systems for controlling the sale of alcohol: control and license. In States using alcohol control, State-run stores sell hard liquor, and beer and wine are sold in convenience or food stores. In States using alcohol licenses, private stores are licensed to sell alcoholic beverages, including beer and wine. States differ in the criminal, civil, and administrative penalties imposed for violations of the liquor laws and in the level of ABC (Alcohol Beverage Control) enforcement. Most enforcement is conducted by State or local police departments. Other enforcement issues involve false identification, provision of alcohol by parents and other adults, keg parties, and courts' handling of the influx of these cases.

Although minimum drinking age laws have been shown to be very effective in reducing fatal crashes caused by teen drinking drivers, the laws have not been enforced to any great degree. Few teenage offenders are charged with violations of these laws, and even fewer alcohol retail outlets are charged with sale violations. Low enforcement can result from a lack of widespread enforcement techniques for identifying offenders; a general lack of resources to devote to enforcement, especially with regard to State ABC agencies; and inadequate methods to process, sanction, and treat youthful offenders. Underage drinking violations are widespread, are a relatively low priority with police and the courts, and are generally tolerated by the community at large. Although underage drinking greatly impacts all areas of youth crime—not only impaired driving—most criminal justice attention is devoted to offenses in which drinking was a contributing factor, and the drinking offense itself does not receive sufficient attention.

Although enforcement levels have been low for underage drinkers and impaired drivers, innovative or effective strategies have been employed throughout the country. Decoy or sting operations have been effective in raising compliance by alcohol retail outlets, and

police employ underage buyers to attempt alcohol purchases without the use of identification. Repeated waves of sting operations greatly increase retail outlet compliance and are relatively cost-effective. Another strategy focuses on teenage purchases. Programs such as Cops in Shops or Badges in Business use undercover police as sales clerks to apprehend underage buyers. Although cost-effectiveness is not clearly established, this program does place the onus of compliance on the underage purchaser rather than the retail clerk. Many jurisdictions also have initiated multijurisdictional task forces to conduct periodic enforcement against underage drinking events such as neighborhood parties (e.g., B.R.A.T.T. [Ban Reoccurring Alcohol Teen Tragedies] Patrol in Clackamus County, Oregon).

MOBILIZING COMMUNITIES FOR YOUTH

THE CHALLENGE

To mobilize communities to work together to provide to the Nation's youth with a safe, educational, and nurturing environment at home and in their neighborhoods.

STRATEGIES TO ADDRESS THE CHALLENGE

The following discussion addresses four effective strategies for mobilizing communities for youth.

1. Providing Positive Alternatives Where Youth Live

- *Provide Youth Support and Development.*—Far too many youth still cannot access positive youth development services and activities. These services and positive alternatives are critical to providing opportunities for youth and their families to successfully cope with and overcome problems such as drug abuse, family violence, and gang involvement.
- *Provide Education, Jobs, and Safe Haven.*—Several positive alternatives currently are available. The U.S. Department of Housing and Urban Development's (HUD's) Campus of Learners/Community Connections, which incorporates the educational environment into the living environment, giving youth living in assisted and public housing access at home and school to the technology and information they need to succeed in the 21st century. Boys & Girls Clubs, Midnight Basketball, and other afterschool programs offer youth safe haven, opportunities to develop life skills and leadership skills, and hope. Programs such as the U.S. Department of Justice's JTPA (Job Training Partnership Act) program and HUD's Youthbuild and Youth Step-Up Apprenticeship program help teens develop work-related, leadership, and healthy lifestyle skills and combine youth education with meaningful work experience. As the Administration moves to strengthen the juvenile justice and law enforcement systems, communities must focus on concomitant opportunities and alternatives for the Nation's youth.

2. Encouraging Public/Private Partnerships

- *Maximize Available Resources.*—Public/private partnerships maximize available resources for addressing the needs of today's youth, and ensuring common interests within the public and private sectors is essential to successful public/private partnerships. The Nation's future, in all aspects, including economically, rests with our youth, and it is imperative that we invest in them. Private participation in

addressing the challenge before us can be found in partnerships ranging from foundation support for nonprofit service organizations to the National Baseball League's support for the Olympics-style "Inner City Games."

- *Employ Creative Leveraging.*—In the current budget environment, reduced funding in agency budgets and services make it necessary to employ creative leveraging through effective partnerships with the private sector and local governments to address the growing crisis among our Nation's youth.

3. Strengthening Community Based Organizations

- *Implement Community-Based Solutions.*—Community Based Organizations (CBOs) are critical to developing and implementing solutions to the challenges of youth drug abuse, unemployment, and other issues. CBOs, with their local presence and inherent concern for local citizens, can encourage government agencies, businesses, and organizations to redirect funds and attention to youth and the need for services and programs offering support and alternative activities. Unlike government, CBOs provide the sense of community, self-awareness, and spirituality that adolescents need as they transition from childhood to adulthood. A recent survey of programs serving at-risk African-American adolescents showed that the best programs were relatively small, highly intensive, and, above all, community based.¹ Those programs that lasted only a few hours per week or focused on a single problem were not as successful as other, more comprehensive programs. Traditional service organizations like the Boys & Girls Clubs or Big Brothers/Big Sisters have large waiting lists. Some church-based organizations are attempting to address this excess demand by pulling together a broad coalition of churches. One question before the roundtable participants is "How can we strengthen CBOs to generate the type of comprehensive programs that have been proven to work?" The roundtable will be asked to identify best practices that could be used to guide future initiatives.

4. Creating Safe Living Environments

- *Develop Comprehensive, Coordinated Strategies.*—Building safer, less violent communities continues to be a major challenge for the United States because violence stems from many causes. No single sector of our society, including law enforcement, can tackle the problem alone. If we are to make real progress in containing the epidemic of violence, we must put together broad, coordinated strategies involving communities, private-sector organizations, State and local governments, and the Federal Government.
- *Create Federal-Community Partnerships.*—Federal agencies have joined with local organizations in partnerships such as PACT (Pulling America's Communities Together), Partnerships Against Violence, Operation Safe Home, and SafeFutures.

¹ Urban Institute, *Nurturing Young Black Males: Challenges to Agencies, Programs and Social Policy*, ed. Ronald B. Mincy.

These partnerships are committed to meeting the challenge of shaping a safer future by facilitating development of comprehensive approaches to solving one of our Nation's toughest problems and aggressively combatting crime and violence in assisted and public housing and poorer neighborhoods.

- *Design "Defensible Space."*—New approaches to designing a physical environment, known collectively as defensible space approaches, also play a role in crime reduction. They rely on several relatively inexpensive techniques (e.g., appropriately placed fencing) that define spaces in a manner that discourages criminal activity, for individual buildings as well as whole neighborhoods. Defensible space techniques have had impressive success in dramatically reducing criminal activity in some say assisted and public housing and neighborhoods.

STRENGTHENING FAMILIES AND CREATING SAFE PASSAGES FOR YOUTH

THE CHALLENGE

To provide the Nation's youth with the support they need to make a safe passage from childhood to adulthood and to strengthen America's families so they can help steer youth away from drugs and violence and toward healthful activities and positive futures.

STRATEGIES TO ADDRESS THE CHALLENGE

The following discussion addresses two effective strategies for strengthening families and creating safe passages for youth.

1. Creating Safe Passages for Youth

To make a safe passage from childhood to adulthood, youth need (1) positive things to do; (2) safe places to go; (3) a good education; (4) access to health care; (5) opportunities for further education or a job; (6) and the chance to develop skills that help them say “no” to drugs, violence, and teen pregnancy and “yes” to being responsible citizens, and most important, being parents and other caring adults. All sectors of the community must be involved in creating these safe passages for our youth. The following needs must be addressed effectively to implement this strategy:

- *Provide Safe Places To Go and Positive Things To Do.*—After the school day ends, many youth have no place to go and nothing constructive to do. One solution to this problem is to turn schools into community schools, which keep their doors open after school, at night, and on the weekends so that youth will have a safe place to do their homework, get involved in activities, or talk to peers or caring adults. Many community schools also offer activities specifically for parents and families. Another vitally important effort is providing community service activities for youth so they help others, give back to their community, and develop a sense of self-worth based on service to others.
- *Create Opportunities for Education or Jobs.*—Youth need something to say “yes” to. They should have the opportunity to receive an education that prepares them for participation in the changing economic marketplace they will face in the 21st century. Access to a good education stimulates and builds capacity for creative thinking, learning, and communicating—highly valuable skills to adults in all aspects of life. Youth also need to have the opportunity to obtain further education or a job that supports the families they will form. Communities need to be encouraged to develop

partnerships with employees to ensure that all youth have access to economic opportunity and jobs.

- *Provide Access to Health Care.*—Youth must learn to lead healthy lives by eating well, exercising, and avoiding unhealthy behaviors. They need access to health care that is focused on prevention and early intervention.
- *Build Skills.*—Prevention programs for substance abuse, violence, and teen pregnancy can teach youth the skills they need to become citizens who participate in their communities and take responsibility for themselves and others. These programs also teach youth that involvement in substance abuse, violence, or premature sexual activity can be harmful and can prevent them from reaching their goals.
- *Ensure Involvement of Parents and Other Caring Adults.*—The most important forces in a young person's life are parents or other caring adults. We need to ensure that parents can support their children both financially and emotionally. Other adults in the community also need to be supportive and understanding for youth. Mentoring or other activities that bring caring adults into youth's lives are very important.

2. Building Strong Families

Youth need the support of strong families. All of us in the community can help ensure that support through comprehensive approaches like Head Start, Healthy Start, and Family Preservation and Support programs that include parent education, social services, health care, and other resources. We can encourage fathers to be more involved with their families and to provide child support. We can work to end family violence, including child abuse and domestic violence, and we can send strong messages to youth that drug use is illegal, dangerous, unhealthy, and wrong and provide the information parents need to talk with youth about drugs. When substance abuse treatment is needed, we can help ensure that services are available to youth and their families. The following needs must be addressed effectively to implement this strategy:

- *Strengthen Families.*—Many young families need support: a mother may need prenatal care, a parent may need assistance with developing parenting or job hunting skills, or a child may need health care or the opportunity to learn and play with other children. Comprehensive approaches like Head Start, Healthy Start, and family resource centers can provide families with the help they need to become stronger.
- *Involve Fathers.*—Children need fathers to be involved in their lives, both financially and emotionally. Efforts exist around the country to encourage fathers to spend more time with their children and to be more involved in their lives. Some efforts also try to improve paternity establishment and payment of child support.
- *Stop Family Violence.*—We have the greatest likelihood to stop family violence if the entire community works together. Police, prosecutors, the courts, the health care

community, the child welfare system, shelters, businesses, the media, the faith community, and others in the community are all part of the solution.

- *Help Parents Talk With Youth About Drugs.*—A great deal of research has been conducted to examine the harmful effects of drugs and violence. We need to transmit this information to parents so they can talk with their children and help protect them. For example, as part of the National Institute on Drug Abuse's marijuana initiative, a conference was held to dispel the myths about marijuana, and booklets containing this information were published specifically for youth and their parents.
- *Treat Substance Abuse.*—Growing evidence exists that substance abuse treatment can work and be cost-effective. People need to be aware of the kinds of treatment that work in various kinds of situations. We know that the earlier we intervene, the more likely treatment will work, so we need to make sure that the resources are available for those who want treatment.

MAKING SCHOOLS SAFE, DISCIPLINED, AND DRUG FREE

THE CHALLENGE

To ensure all youth the opportunity to attend schools that are safe, disciplined, and drug free and to travel to and from school without being threatened, victimized, offered drugs, or exposed to drug trafficking.

STRATEGIES TO ADDRESS THE CHALLENGE

The following discussion addresses two effective strategies for making schools safe, disciplined, and drug free.

1. Developing Principles on Which To Build Strategies

- *Address Youth Problems With Multiple Strategies and Comprehensive Programming.*—Behaviors leading to drug abuse, violence, and other harmful behaviors, such as delinquency and teen pregnancy, cannot be effectively addressed with short-term, simplistic programs. Addressing these problems requires multiple strategies and comprehensive programming from preschool to graduation. These strategies should (1) balance law enforcement efforts with prevention and education; (2) interconnect with a variety of issues (e.g., violence, drug abuse, alcohol use, teen pregnancy, child abuse, delinquency); (3) involve the entire community; and (4) build on the resources, strengths, and uniqueness of the community and the school.
- *Develop and Implement Strategies Locally.*—Strategies should be developed and implemented locally because no single program or strategy will work in all schools. Each school district is unique, and the schools within each district face different problems, have different resources to address those problems, and are at different stages in acknowledging and planning to address their problems.
- *Choose School Programs Based on Evidence of Effectiveness.*—Programs selected for use in schools should be based primarily on research and evaluation findings or strong anecdotal evidence of effectiveness and should address identified risk factors in the population served. Because violence prevention programs have not been fully researched or evaluated, schools should have some flexibility to try new and innovative approaches to preventing violence and disruptive behavior.
- *Combine School and Community Resources.*—Schools cannot address the problems of drugs and violence by themselves. Effective drug and violence prevention solutions

comes about only when schools and communities join together to solve problems facing children and youth. Students' problems do not belong solely to the schools; they spend much of their time there, but they spend more time with their families and communities. Students and parents should be viewed as "customers" and allies rather than adversaries. Partnerships or alliances among parents, students, and communities also should be forged.

- *Ensure Strong Leadership for School Programs.*—Leadership is just as important as resources. Even with adequate funding, which is vital to the creation of effective programs, drug and violence prevention programs must have strong leadership to be successful. Schools need leaders that promote and engage in prevention programs that are effective and responsive to students's needs.

2. Identifying Elements of Effective Strategies

- Assess the extent and nature of crime, violence, and drug use in schools and among the student population in general and develop strategies for creating safe and orderly schools based on these assessments.
- Keep accurate records on criminal and disruptive behavior in school, disciplinary actions taken against students, and the backgrounds of students coming into a school system.
- Establish codes of conduct that clearly articulate what is acceptable and unacceptable behavior, outlining the consequences for engaging in unacceptable behavior, and holding students who violate the code of conduct accountable. The codes also should clearly state that all violations of criminal law, such as gun possession, assault resulting in injury, and some forms of threats and intimidation, will result in referral to the criminal or juvenile justice system. These three elements together are essential to an effective strategy.
- Create an environment that fosters mutual respect among administrators, teachers, and students.
- Provide students with a range of opportunities, including learning to handle conflict in a nonviolent manner, engaging in positive experiences after normal school hours, taking part in activities that promote community responsibility, learning more about standards of acceptable behavior or values, and engaging in programs such as youth courts that promote safety and discipline.
- Provide teachers and faculty with a better understanding of their students. Often conflict emanates from a lack of understanding of the conditions in which students, their families, and the community live. In many schools, teachers and students come from divergent backgrounds. Failure to understand the conditions under which many students live—in poverty, one-parent families, and drug- and crime-infested neighborhoods—can lead to misunderstandings.

- Collaborate with law enforcement agencies—either school-based law enforcement or community agencies—to ensure that the school has adequate and proper police protection. Putting more police officers in schools can be part of a comprehensive strategy but it should not be the only thing the strategy does. In addition, schools should address the role of the police officers, considering matters such as police officers' relationship to school authorities, their philosophies about dealing with unruly children, and their training on interacting with youth.
- Get parents more involved in what is going on in schools. Schools need to create an environment that promotes the active participation of parents and community groups in school. Parental participation has helped in some schools to reduce disruptions and more serious criminal behavior. Schools can create an environment that draws parents to schools by giving them roles and responsibilities that are meaningful, by making daycare provisions for younger siblings who are not yet in school, by involving parents in policy and program development, and by demonstrating that parents are needed to support and reinforce the school's expectations of behavior.
- Creating roles for community groups. Schools need to recognize that community organizations can provide valuable assistance in their schools' efforts to create a safer and more orderly environment. With the support and encouragement of schools, community groups can provide schools with mentors, adopt schools and provide limited resources, offer technical expertise, and assist in creating safe corridors to and from school. Local newspapers, cable companies, and television stations also are part of the community, and they should be engaged by schools to assist in drug and violence prevention efforts. Schools should call on local media to curtail needless glamorization of guns and violence, ensure that portrayals of violent behavior also show consequences, report accurately and reliably on the problems facing schools and communities, and ensure that alcohol advertisements do not target underage youth.
- Eliminate programs that no longer work or are not relevant to the needs of students today and replace them with programs that work or are relevant.

STRENGTHENING THE LAW ENFORCEMENT RESPONSE TO JUVENILE CRIME

THE CHALLENGE

To ensure public safety by improving law enforcement's ability to prevent youth violence, including gang violence, and to immediately intervene, treat, and appropriately sanction juvenile offenders.

STRATEGIES TO ADDRESS THE CHALLENGE

The following discussion addresses two effective strategies for strengthening the law enforcement response to juvenile crime.

1. Strengthening the Federal, State, and Local Law Enforcement Response to Violent and Drug-Abusing Juvenile Offenders

- *Coordinate Efforts by Law Enforcement To Investigate, Arrest, and Prosecute Violent and Drug-Abusing Juvenile Offenders.*—Law enforcement at the Federal, State, and local levels must coordinate and share resources and information so that they each may establish investigation and enforcement priorities and develop effective prosecution strategies for violent and drug-abusing juvenile offenders. Through such coordination, law enforcement can ensure that resources are maximized and that the factors contributing to delinquent or criminal behavior by juveniles, such as an abusive home environment or involvement with illegal drugs, are identified and specifically addressed.
- *Maintain Prosecution Options for Juvenile Drug, Gang, or Violent Crime.*—Prosecutors should coordinate decisions on which charges to file with their Federal, State, and local counterparts, taking into account both the appropriateness of Federal and State statutes addressing violent juvenile crime and the prosecutive resources dedicated to violent juvenile crime. Activities may include cross-designating Federal and State prosecutors to assist each other in juvenile prosecutions as well as establishing a network among gang investigators to facilitate juvenile case referrals. In every instance, the objective is to do what is most appropriate in each individual case.

2. Implementing Community Oriented Policing Strategies To Deter and Suppress Juvenile Violence and Drug Abuse

- *Use Community Policing Strategies.*—Police departments and sheriffs' offices increasingly recognize that tough enforcement and aggressive prevention and

intervention programs are key elements of a successful community policing strategy. Law enforcement officials should form partnerships with others in the justice system (e.g., prosecutors, judges, and corrections officials) and with social service providers, school administrators, and community residents to identify juvenile delinquency and crime problems and to develop appropriate communitywide responses.

- *Incorporate Youth-Focused Community Policing.*—Youth-focused community policing uses law enforcement resources to target the special problems posed by juvenile offenders and juvenile victims of crime. Elements of this strategy include increasing police competence in working with youth who have been victims of or witnesses to violence; recognizing family dynamics and youth's emotional needs in cases of domestic violence, child abuse, or neglect; helping juveniles transition into the community following secure confinement; providing youth with alternatives to violence and drug use; serving as mentors and role models; and teaching and applying conflict resolution skills.

STRENGTHENING THE JUSTICE SYSTEM RESPONSE TO JUVENILE CRIME

THE CHALLENGE

To ensure public safety by improving the justice system's ability to prevent youth violence, including gang violence, and to immediately intervene, treat, and appropriately sanction juvenile offenders.

STRATEGIES TO ADDRESS THE CHALLENGE

The following discussion addresses three effective strategies for strengthening the justice system response to juvenile crime.

1. Creating an Effective Juvenile Justice System

- *Provide Early Intervention, Needs Assessment, and Appropriate Followup for Juvenile Offenders.*—For juvenile justice interventions to be productive, they should be swift, certain, consistent, and appropriate. An effective juvenile justice system should use risk classifications and needs assessments to determine appropriate intervention and followup measures. To inhibit subsequent delinquent behavior, the justice system should match the rehabilitation needs of both male and female juvenile offenders with services provided by agencies inside and outside the justice system. These services should include drug treatment and counseling, mentoring, and job training and placement.
- *Ensure Tough, Fair, and Appropriate Sanctions.*—Juvenile offenders must understand that there will be tough, fair, and appropriate sanctions for every violation of the law. The justice system can ensure this understanding by developing a program of graduated sanctions that incorporate increasingly severe penalties and treatment for juveniles who fail to respond to initial interventions. At each level, juvenile offenders must understand that continued violations will subject them to increased sanctions, including secure confinement.
- *Provide Closely Supervised Community Reentry.*—The juvenile justice system should develop and support programs to reintegrate juvenile offenders who have been in residential facilities into the community. Such programs should maximize public safety through postrelease monitoring and supervision, prepare juvenile offenders to seek education and employment opportunities, and otherwise equip juvenile offenders to fulfill societal responsibilities so that they do not engage in subsequent delinquent or criminal behavior.

2. Implementing Specialized Strategies for Juvenile Offenders Involved In Violent Crime or Serious Drug-Related Crime

- *Prosecute Juvenile Offenders Involved in Violent Crime or Serious Drug-Related Crime in Adult Criminal Court.*—The criminal behavior of a small percentage of juvenile offenders has a substantial impact on public safety and the public's sense of security. The justice system should give prosecutors and judges the discretion, in appropriate cases, to prosecute in adult criminal court juvenile offenders who are involved in violent crime or serious drug-related crime. Transferring juvenile offenders who commit the most serious and violent crimes to adult criminal court meets public safety concerns and enables the juvenile justice system to focus its resources on less serious and violent offenders.
- *Provide Detention and Treatment Facilities for Violent and Drug-Abusing Juvenile Offenders.*—The lack of a full range of detention and treatment facilities substantially limits the punishment and rehabilitation options available for juvenile offenders. When these facilities are unavailable, serious offenders often are placed inappropriately, which fails to protect the public and rehabilitate the juvenile offender.

3. Breaking the Cycle of Violence and Protecting Victims' Rights

- *Address Family Violence.*—Research shows that youth who are the victims or witnesses of violence at home are at high risk for engaging in violent behavior themselves. To break this cycle of violence, the justice system, law enforcement, and other appropriate parties must identify and appropriately punish the perpetrators of family violence and provide assistance to the victims of family violence. Community policing initiatives, conflict resolution, and family strengthening and family support programs are critical to these efforts.
- *Improve the Justice System's Response to Youth Who Have Been Abused and Neglected.*—Both the dependency court and child protective systems must be strengthened so that they can more effectively meet the needs of youth who have been abused and neglected. One promising, emerging approach is the unified and dedicated family courts that handle a range of family-related cases involving family violence, delinquency, dependency, status offenses, paternity, custody, child support, and other related matters. Similarly, use of comprehensive resource guidelines for handling child abuse and neglect cases has shown positive results.
- *Ensure Community Justice and Protecting Victims' Rights.*—Community justice uses restitution and sanctions such as community service, victim impact statements, mediation, and other related approaches to hold juvenile offenders accountable to both the victim and the community that has been disrupted. This approach helps the justice system and other agencies improve their capacity to protect the community and the rights of crime victims.

**PARTICIPANTS' BIOGRAPHIES
ADDENDUM**

ENOLA AIRD

Enola Aird is Director of the Safe Start Campaign at the Children's Defense Fund (CDF). The Safe Start Campaign, a joint initiative of CDF and the Black Community Crusade for Children, seeks through research and public education, community mobilization, and policy development to reconstruct networks of support for children and youth in communities and to keep guns out of the hands of children and those who would harm children. Safe Start's recently launched Children Are Watching campaign focuses on actively involving adults in reconstructing these community networks of support and moral guidance.

LAFAYETTE A. BARNES

Lafayette A. Barnes, a Corporate Development Officer for the University of Maryland at College Park, is the former President of the D.C. Chapter of Concerned Black Men, Inc. (CBM-DC), a national nonprofit 501(c)(3) organization. CBM-DC and the Prince George's Hospital Center in Maryland have established the renowned Shock Trauma Mentor Program, which allows high school students to see the effects of gun violence and drugs on trauma victims.

HELEN BOEHM

Dr. Helen Boehm is Senior Vice President of Public Responsibility and Network Standards at MTV Networks, a division of Viacom. In this capacity, Dr. Boehm implements the networks' campaigns to reduce violence and eliminate drug use. She also works closely with MTV, VH1, and Nickelodeon/Nick at Nite to spearhead network public service efforts and to provide liaison support between MTV Networks and charitable and advocacy organizations. Prior to coming to MTV Networks, she served as Vice President, Public Service and Children's Network, at the Fox Broadcasting Company. While there, she designed public service campaigns and reviewed standards and contextual issues for children's programming. An educational psychologist, Dr. Boehm has held faculty positions at the City University of New York and is the author of the popular trade paperback *The Right Toys*. She received her master's and doctoral degrees from Columbia University and is the mother of two teenagers.

RICHARD D. BONNETTE

Richard D. Bonnette joined the Partnership for a Drug-Free America in September 1989 as Director of External Affairs and Chief of Staff. He was appointed Executive Director in November 1990 and was named President and Chief Executive Officer in June 1994. His responsibilities as President include overall direction of the organization in the areas of strategic development, research, communications, and public relations. Mr. Bonnette's career in advertising and marketing started with Lehn & Fink Products Corporation in 1959, where he held positions in both sales and brand management. In 1963 he moved to the Benton & Bowles advertising agency where he was an account manager on the company's Procter & Gamble and General Foods accounts. In 1969 he joined the BBDO advertising agency, where he served as Executive Vice President and as a member of the Board of Directors and Executive Committee and was responsible for all worldwide training of account management personnel. Mr. Bonnette is a current member of the Board of Directors of the Community Anti-Drug Coalitions of America.

JOSEPH A. CALIFANO, JR.

Joseph A. Califano, Jr., of New York, New York, is the founding Chairman of the Board and President of the Center on Addiction and Substance Abuse (CASA) at Columbia University in New York City. CASA is an independent nonprofit research center affiliated with Columbia University. Mr. Califano is an expert in health care delivery and cost containment, and he consults and lectures about America's health care system. He is an Adjunct Professor of Public Health at Columbia University's Medical School and School of Public Health.

MIKE CROSS

Mike Cross is an enrolled member of the Mandan and Hidatsa Tribes of the Fort Berthold Indian Reservation in North Dakota. He resides in the Little Shell District with his wife and three children. He has spearheaded fundraising efforts to secure nearly \$6 million for his tribal people in the areas of housing, youth development, education, economic development, and technical assistance. Mr. Cross has been involved with numerous public service activities.

LARRY L. HARRIS, SR.

Pastor Larry L. Harris, Sr., joined Mount Olive Missionary Baptist Church in June 1983, at a time when a spiritual leader truly was needed. Inspired by the Holy Spirit, Pastor Harris has been a source of encouragement to youth throughout the city of Cleveland, Ohio. A strong believer in learning by doing, Pastor Harris, along with his father, initiated a summer program called Y.O.O.F. WORK (Youth Overcoming Obstacles for Work). In its seventh year of operation, the program this year employed 100 youth and 13 adult supervisors. This successful program teaches students job skills such as painting and landscaping and introduces them to moral and spiritual issues that affect their lives.

GILBERT J. MORENO

Gilbert J. Moreno serves as President and Chief Executive Officer of the Association for the Advancement of Mexican Americans (AAMA), the State of Texas' largest Latino community-based nonprofit organization. Celebrating its 25th anniversary, AAMA has been hailed for its highly successful "Barrios Unidos" (United Neighborhoods) Gang Intervention program, cited as the Number One gang program in the City of Houston. Beginning his work as a volunteer, Mr. Moreno served three terms as Board President for AAMA. In 1992 he was selected to become the Executive Director of the agency after having served as Regional Controller for Coopers and Lybrand, CPAs. He has been featured in such national periodicals as *The Wall Street Journal* and *Hispanic Business* for his work in the community.

TERRY "TOBY" O'BRIEN

Terry "Toby" O'Brien is a senior at the University of Toledo, majoring in political science (public administration). He is the former National Student Trustee of BACCHUS & GAMMA, the Peer Education Network. He also served twice as GAMMA President, representing Alpha Sigma Phi Fraternity. Mr. O'Brien has been certified as a CPE (Certified Peer Education) and by the Red Cross as an HIV/AIDS (Human Immunodeficiency Virus/Acquired Immune Deficiency Syndrome) counselor.

ROBERT T.M. PHILLIPS

Dr. Robert T.M. Phillips is Deputy Medical Director of the American Psychiatric Association. Dr. Phillips holds academic appointments as Assistant Clinical Professor of Psychiatry in the Law and Psychiatry Division of the Yale University School of Medicine, as Adjunct Clinical Professor of Correctional Mental Health at the New York Medical College Graduate School of Health Sciences, and as Associate Clinical Professor at the University of Maryland Schools of Medicine and Law. Possessing considerable expertise in the field of forensic psychiatry, Dr. Phillips has extensive experience in capital sentencing proceedings at the trial and appellate levels and has been qualified as an expert witness throughout the country. Dr. Phillips currently serves as Secretary of the United Nations Working Party on Crime Prevention Among Juveniles and as Councilor to the American Academy of Psychiatry and the Law.

MARTI PLOTNER

Second Lieutenant Marti Plotner currently serves as the State Program Administrator for the Drug Demand Reduction Program of the Oregon National Guard. The program is a statewide drug education/prevention program that highlights a school-based mentor program with 1,100 active volunteers. Mr. Plotner has presented at the NCAA National Forum and facilitated the 95 SE ONDCP strategic planning session. She also serves as a member of the Community Anti-Drug Coalitions of America. Mr. Plotner received a bachelor's degree in business administration in 1992 and is currently enrolled in an M.B.A. program.

AMY REED

Amy Reed, a senior Speech Communications major at Texas A&M University, currently serves as the Director of the Conference on Student Government Associations (COSGA). COSGA is the largest student-run conference in the Nation and strives to bring together student leaders from across the United States to share ideas on improving both their student governments and themselves as leaders. She also has served on the board for the Commission on Youth, a new venture of Mothers Against Drunk Driving. The Commission on Youth board has been working on new and innovative programs to involve youth in the fight against underage drinking and to strengthen our laws through "Zero Tolerance."

BONNIE REISS

Bonnie Reiss is a skilled lawyer, accountant, producer, and writer. Ms. Reiss' dedication to public service has made her a nationally recognized leader and expert on using media to advance social and political causes. Ms. Reiss co-founded the Hollywood Women's Political Committee and founded ECO (Earth Communications Office). She also served on President Clinton's Inaugural Committee, producing the "Bells of Hope." In 1995 Ms. Reiss became President and Executive Director of the Inner City Games Foundation, co-founded by Arnold Schwarzenegger and Danny Hernandez. The foundation seeks to bring Olympics-style sports and events to America's urban youth.

JAMES A. RHINEBARGER

James A. Rhinebarger currently is Detective/Sergeant on the Indiana State Police, which he has served for 24 years. He has investigated crimes committed by juveniles as well as arrested them for various crimes. He has made presentations at high schools relating to interactions between law enforcement and youth. Mr. Rhinebarger assists a local high school, prosecutor, victim assistance facility, and judge with two programs to reduce illegal drug use and violence and out-of-school suspension.

JUANITA L. SCARLETT

Juanita L. Scarlett is Manager of Public Responsibility and Network Standards at MTV Networks: MTV: Music Television, Nickelodeon/Nick at Nite, and VH1, a division of Viacom. In this capacity, Ms. Scarlett assists in the implementation of the company's campaigns to reduce violence and eliminate drug use, with a special emphasis on Nickelodeon's children's programs. She also works closely with the channels as a liaison to communicate corporate prosocial efforts at national and industry events and in schools, colleges and universities, and communities. In addition, Ms. Scarlett reviews public service announcements submitted for broadcast on our channels. Prior to joining MTV Networks, Ms. Scarlett served as Press Officer to New York Governor Mario M. Cuomo for 3 years.

MARY A. SOSA

Mary A. Sosa has been in the education field for more than 20 years. A native of San Antonio, Texas, she attended public schools in that city and was inspired by her teachers to become a teacher herself. After securing her degree with teaching credentials in English and speech, Ms. Sosa taught middle school English and reading with the Edgewood Independent School District for 8 years. In 1976 Ms. Sosa joined the Texas State Teachers Association as a Field Representative and, in 1978, moved to Washington, D.C., to work for the National Education Association (NEA). During her tenure at NEA, she has designed and delivered programs that promote leadership development and enhance member awareness of basic human and civil rights. In her present position as Director of NEA's Program on Violence-Free School and Communities, she continues to help educators assist students in fulfilling their potential.

LAWRENCE WEEKLY, JR.

Lawrence Weekly, Jr., is a native of Las Vegas, Nevada. He earned a bachelor's degree in communications from Grambling State University. He currently serves the city of Las Vegas as a Community Liaison and as Substitute Teacher with the Clark County School District. In addition, he hosts a Saturday radio call-in talk show on KCEP Radio. Mr. Weekly is active in his community. He serves on the Board of Trustees for the Library District, as Western Regional Vice Chairman of the Kappa Leadership League, as President of the Martin Luther King Committee of Las Vegas, as Board Member of Positive Direction, and as Community Youth Advisor. He is very dedicated to helping the Nation's youth.

MALIK YOBA

Malik Yoba portrays J.C. Williams, an African-American undercover police officer partnered with Eddie Torres (portrayed by Michael DeLorenzo), a Puerto Rican, in Universal Television's 1-hour drama, **NEW YORK UNDERCOVER**. Active in community service for more than 10 years, Mr. Yoba has worked with many groups, including 6 years of service as Vice President of CityKids Foundation, where he taught leadership skills and "bridge building" between adults and youth and among youth of all races. This work gained him entry to many high schools and youth organizations in New York City and in cities throughout the country. He has appeared as a guest on television programs such as Oprah, The Donahue Show, and the Arsenio Hall Show. He recently developed a youth empowerment program called Why Are You on This Planet?TM and has expanded his work to youth internationally.