

EXECUTIVE SUMMARY

INTERDEPARTMENTAL WORKING GROUP ON VIOLENCE

SUBGROUP ON JUVENILE JUSTICE

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Escalating youth violence has raised some critical issues regarding society's proper response. America's unique juvenile justice system was created as an alternative to the harshness of the formal criminal justice system because society believed delinquent youngsters were not fully responsible for their misconduct, could be rehabilitated and should be given a chance to mature and reform. Partly in response to increasing violent juvenile crime, the juvenile justice system has evolved toward becoming a vehicle for incapacitating and punishing youth believed to be deserving of society's retribution. Its goal of acting in the best interests of the child, based on the *parens patriae* philosophy on which it was founded, through informal procedures has been challenged by demands for more open, formal proceedings, with primarily punishment goals.

Along with an increase in the number of violent juvenile arrests, the number of juveniles brought into juvenile court, placed in secure detention or confinement, and waived or transferred to criminal courts has also increased. Admissions to juvenile facilities are also at their highest levels ever and an increasing percentage of these facilities are operating over capacity.

The already strained juvenile justice system clearly lacks adequate fiscal and programmatic resources to accurately and reliably identify serious, violent, and chronic offenders, and to intervene effectively with them. In order to be more effective in responding to violence in its broad manifestations, the juvenile justice system needs to be better connected to the education, social services, health and mental health systems. Each has contributions to make in prevention, early intervention, and treatment. A combined effort is essential, if the number of violent juvenile offenders in the juvenile justice system, or leaving that system for criminal prosecution, is to be decreased.

I. Size and Scope of the Problem

- **Juveniles account for a disproportionate share of the recent violent crime increase.** Between 1988 and 1992, juvenile arrests for murder increased by 51 percent, compared with 9 percent for those age 18 and older.
- **Juveniles are responsible for a small but significant percentage of all violent crime arrests.** In 1992, juveniles were responsible for 17.5 percent of all violent crime arrests.
- **A small proportion of offenders commit most of the serious and violent juvenile crimes.** About 15 percent of high-risk youth commit about 75 percent of all violent offenses.
- **Young persons have the highest crime victimization rates in America.** Violent victimization rates are highest among the 16-19 year-old group, followed by 20-24 year olds, and then by 12-15 year olds.
- **Involvement of younger juveniles in violent crimes is increasing.** Between 1990 and 1992, the number of juveniles under age 15 arrested for violent crimes increased 25 percent.
- **The juvenile justice system is overloaded, but only partly because of the increase in violent youth crime.** The majority of juveniles confined in the juvenile justice system or in adult prisons have not been convicted of a violent offense.
- **Most juvenile offenders in State juvenile corrections systems are not serious violent offenders.** About 13 percent have been classified as "serious violent" offenders.

II. Policies and Programs

- **Services producing the best results with "multi-problem" youth in the juvenile justice system have been highly integrated and individualized.** Such services have been found to combine educational, vocational, social, family, and psychological interventions into a single treatment plan.
- **A number of promising, innovative treatment models are being tested and implemented across the country that appear to successfully respond to the needs of youth by incorporating design elements of individualized care and integrated services, flexible funding, family involvement, and community-based services.**

- The increasing emphasis on social development appears to offer potential to better understand the characteristics of youth in the juvenile justice system and the types of services that may be needed to prevent and/or treat their problems. The focus on developmental pathways to delinquency, risk factors for delinquency, and protective factors that buffer juveniles from risk factors shows promise in this area.

Early Intervention Programs

- **Family Preservation and Support Programs:** Yale Child Welfare Project, the Houston Parent-Child Development Center, the Hawaii Healthy Start Program, the Syracuse Family Development Research Project, and the Perry Preschool.

Juvenile Justice System Programs

- **Immediate interventions**
- **Intermediate sanctions**
- **Secure community-based commitment**
- **Alternatives to congregate juvenile correctional institutions**
- **Aftercare programs**

The following are examples of effective juvenile justice system programs:

- **The Violent Juvenile Offender Research and Development Program**
- **North American Family Institute (NAFI)**
- **The Associated Marine Institute (AMI)**
- **The Florida Environmental Institute**

III. Research and Evaluation Agenda

Priority research and evaluation studies include the following:

- Evaluation of the success of secure treatment programs for violent juvenile offenders provided by the juvenile justice system.
- Impact of early interventions on developmental pathways toward violent juvenile careers.
- Evaluation of early intervention programs working with families including children aged 0-3.
- Effectiveness of graduated sanctions coupled with treatment in interrupting developmental pathways to violent delinquency.

- Evaluation of interagency collaboration and integration strategies in joint treatment efforts, including the triage technique.

IV. Recommendations

1. The President should hold a White House Conference on Juvenile Justice to increase public awareness of violent juvenile offenders and the juvenile justice system.
2. The Coordinating Council on Juvenile Justice and Delinquency Prevention should become functional and develop an "ad hoc" committee of staff level, Federal employees of all agencies working on youth violence issues. The "ad hoc" committee would develop a model of coordination which could be replicated by states and local communities.
3. Youth who commit serious violent crimes and those who recidivate in the juvenile justice system should be given priority. These youth should receive a continuum of services, ranging from primary prevention, early intervention, immediate intervention, intermediate sanctions, secure community based commitment and aftercare programs.
4. Aftercare programs that succeed in keeping juveniles from returning to the juvenile justice system should be developed and evaluated. Currently, aftercare programs are the weakest link in the juvenile justice system.
5. Medicaid or other alternative health care coverages should be available to juvenile offenders who are under juvenile court jurisdiction and who require health or mental health treatment.
6. States should enact legislation extending the juvenile court's continuing jurisdiction over serious violent delinquent offenders to age 25 so that these offenders, where warranted, can receive long-term treatment services in the juvenile justice system.
7. Provide the juvenile justice system with the resources to develop and implement prevention and early intervention, graduated sanctions, and treatment programs as proposed in OJJDP's **Comprehensive Strategy for Serious, Violent and Chronic Juvenile Offenders**.
8. Allow states and localities the flexibility to integrate formula and block grant funds to support innovative and integrated multidisciplinary programs.

9. Federal statistical programs that monitor trends in youth violence and victimization should be coordinated. Of particular interest is the disposition and treatment of violent juvenile offenders in both the juvenile and criminal justice systems.
10. Involved Federal agencies should vigorously pursue a research and evaluation agenda to improve the juvenile justice system response to violent juvenile delinquency.

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Escalating youth violence* has raised some critical issues regarding society's proper response. Whether violent juveniles** should be handled by the juvenile justice system or the criminal (adult) justice system is the first issue. Whether violent juveniles brought into the juvenile justice system should primarily be punished or provided treatment is the second issue. These issues have focused attention on the juvenile justice system's role in controlling juvenile crime.

America's unique juvenile justice system was created as an alternative to the harshness of the formal criminal justice system because society believed delinquent youngsters were not fully responsible for their misconduct, could be rehabilitated and should be given a chance to mature and reform. Partly in response to increasing violent juvenile crime, the juvenile justice system has evolved into a vehicle for incapacitating and punishing youth believed to be deserving of society's retribution. Its goal of acting in the best interests of the child, based on the *parens patriae* philosophy on which it was founded, through informal procedures has been challenged by demands for more open, formal proceedings, which place more emphasis on punishment goals. The juvenile justice system has become fragmented by turning the juvenile court's jurisdiction over certain older serious and violent youngsters to the adult system; by the failure of existing juvenile corrections programs to adequately rehabilitate serious and violent juveniles; and by emphasizing punishment rather than treatment.

Along with increases in the number of violent juvenile arrests, the number of juveniles brought into juvenile court, placed in secure detention or confinement, and waived or transferred to criminal courts has also increased. Admissions to juvenile facilities are also at their highest levels ever and an increasing percentage of these facilities are operating over capacity. This produces higher rates of violence in juvenile correctional institutions, both among offenders and between offenders and staff, increased suicide attempts and gestures, and an emphasis on security over treatment programs.

* Violence is a social as well as a public health problem, an act that causes physical, psychological, and/or emotional harm to an individual, a family, significant others, or a community. It can include homophobia, misogyny, and emotional violence, homicide, rape or other felony sex offenses, mayhem, kidnaping, robbery, assault, sexual assault, child abuse, and child sexual abuse.

** In this report, "juveniles" or "youth" are defined as persons under 18 years of age.

Recognition of youth violence as a public health problem is a recent development that has intensified the debate concerning the role of the juvenile justice system. Escalation of youth violence and its consequences has elevated this issue to the top of the list of threats to public health and safety. At the same time, epidemiological research has revealed its interconnections to other social problems, including child abuse and neglect, family violence and other familial dysfunctions, developmental disorders, drug and alcohol abuse, and educational deficiencies. Thus a more holistic perspective has emerged on the youth violence issue.

These trends indicate a need to re-evaluate the juvenile justice system's role and functions--its purpose, policies, and programs--in an effort to better serve youthful offenders in general, and violent youthful offenders in particular. If projections are accurate that the youth population between the ages of 14 and 17 will increase from 13.2 million in 1990 to 15.3 in the year 2000, the proportion of this population entering the juvenile justice system can be expected to grow and further overburden the system's capacity. Furthermore, such factors as the increasing tendency to resort to violence in interpersonal relations and the growing production of violent children in our families and communities, in all likelihood signals a continuing growth in juvenile violence.

In this context, the already strained juvenile justice system clearly lacks adequate fiscal and programmatic resources--and in many cases sufficient knowledge--to accurately and reliably identify serious, violent, and chronic offenders, and to intervene effectively with them. This task has become more and more difficult because the juvenile justice system has, in many instances, become the dumping ground for other social systems. Indeed, most violent youth who wind up in the juvenile justice system present multiple problems, including learning problems, health and mental health problems, gang involvement, and substance abuse. Successfully providing treatment for this myriad of problems is both difficult and costly. However, new technologies are being developed, such as risk and needs assessments.

Moreover, youth of color appear to be adversely affected by the juvenile justice system, particularly African American and Hispanic youth who are disproportionately represented at all levels of the system. Although issues of cultural sensitivity and ethnicity have largely been ignored by researchers and policy makers who have studied youth in correctional settings, it is widely believed that the juvenile justice system suffers from many of the same deficiencies in providing culturally sensitive and appropriate services that have been found in many sectors of the educational, health and mental health, and social services systems.

Preventing youth violence through sound delinquency prevention programming and providing early intervention when delinquent conduct first occurs are proposed answers for the juvenile justice system. Effective means of reducing the number of violent youth entering the juvenile justice system must be developed and supported. First, most violent behavior is not brought to the attention of juvenile justice authorities. Thus, in most instances, this system is not given the opportunity to provide treatment. Second, increasing costs of incarceration and treatment, both in the juvenile justice system and other service

systems, make prevention and early intervention the only viable alternatives. Third, violent behavior is learned. Therefore, nonviolent behaviors can be taught.

In order to be more effective in responding to violence in its broad manifestations, the juvenile justice system needs to be better connected to the education, social services, health and mental health systems. Each has contributions to make in prevention, early intervention, and treatment. A combined effort is essential, if the number of violent juvenile offenders in the juvenile justice system, or leaving that system for criminal prosecution, is to be decreased.

I. Size and Scope of the Problem

Although statistical data on the nature, extent, and consequences of youth violence cannot accurately portray its full magnitude and impact in human terms, the following illustrative findings from survey, longitudinal, and other research convey the broad scope and multiple dimensions of this problem:

Extent of Juvenile Violence and Juvenile Justice System Consequences

- **Juveniles account for a disproportionate share of recent violent crime increase.** Between 1988 and 1992, the number of Violent Crime Index arrests of juveniles increased by 47 percent-- more than twice the increase for persons 18 years and older. Most alarming, juvenile arrests for murder increased by 51 percent, compared with 9 percent for those age 18 and older.
- **Juveniles are responsible for a small but significant percentage of all violent crime arrests.** In 1992, juveniles were responsible for 17.5 percent of all violent crime arrests. This comports with victims' estimations that in about 19 percent of cases in which they have been violently victimized (excluding murder), the offender was under 18 years of age.
- **A small proportion of offenders commit most of the serious and violent juvenile crimes.** About 5 percent of juveniles in each age group from 12 to 17 are serious or violent offenders, committing 8 such offenses annually. About 15 percent of high-risk youth in inner-city areas commit about 75 percent of all violent offenses. However, it is estimated that 84 percent of the most serious juvenile offenders have no official police record.
- **Homicide is now a leading cause of death among young persons.** Homicide is now the second leading cause of death among 15- to 24-year-olds, the leading cause of death among 15-to 34-year-old African American males (a rate 8 times greater than for their white counterparts), and a leading cause of juvenile injury deaths, second only to motor vehicle accidents. The homicide rates among young Native American and Hispanic males are also at least four times higher than white male rates.

Nonfatal intentional injuries resulting from interpersonal violence, which outnumber homicides by a ratio of more than 100 to 1, are also disproportionately high for young people, males, African Americans, and other minority populations.

- **Young persons have the highest crime victimization rates in America.** Violent victimization rates are highest among the 16-19 year-old group, followed by 20-24 year olds, and then by 12-15 year olds. While victimization rates for violent crimes have been decreasing for most age groups (generally, since 1973), the violent crime rates for 12-19 year olds has been increasing.
- **Involvement of younger juveniles in violent crimes is increasing.** Between 1990 and 1992, the number of juveniles under age 15 arrested for violent crimes increased 25 percent. A recent study in Denver and Pittsburgh showed that about 15 percent of boys aged 6-10 had committed a serious or violent crime.
- **Evidence shows that violent female juvenile crime is rising.** Between 1988 and 1992, the increase in number of females under age 18 arrested for robbery was greater than the increase for males (68% for females versus 48% for males). The same trend existed for aggravated assault arrests (62% for females versus 47% for males). During this period, juvenile female arrests for all violent crimes increased 63% while male violent crime arrests increased 45%.
- **The juvenile justice system is overloaded, but only partly because of the increase in violent youth crime.** Juvenile court caseloads increased 10 percent between 1986 and 1990. Admissions to juvenile corrections facilities have increased 19 percent over the past decade, reaching an all-time high in 1990, resulting in many crowded facilities with attendant violence problems. Although the overall number of juveniles in the criminal justice system is unknown, judicial waivers to criminal courts increased 78 percent between 1985 and 1989. Between 1984 and 1990, the number of annual admissions of juveniles to adult prisons increased 30 percent. However, the majority of juveniles in adult prisons or confined in the juvenile justice system have not been convicted of a violent offense.
- **Most juvenile offenders in State juvenile corrections systems are not serious violent offenders.** New data on juveniles admitted to State juvenile corrections systems show an estimated 50,260 admissions in 1992. Among these, about 13 percent were classified as "serious violent", (murder, rape, robbery, assault); 80 percent, of "moderate severity", (property crimes, drug offenses, public order); and 7 percent, of "minor severity", (shoplifting, dependency, status offenses, probation and parole violations, and other minor offenses).

Contributing Factors and Conditions

- **Early Risk Factors.** Several studies have suggested the contributions of early risk factors to later delinquency, including chronic violent behavior. These include early family conflict, perinatal risk, family adversity, marital discord, poor parenting, unplanned birth, life stress, and low socioeconomic standing (both in the family and community). These factors also contribute to developmental disabilities that also lead to serious and violent behavioral pathways. Three major pathways have been identified: "overt" behaviors, beginning with minor aggression; "authority conflict," beginning with stubborn behavior; and the "covert" pathway, beginning with shoplifting and frequent lying.
- **Poverty.** Poverty and socioeconomic inequality create a community climate in which violence emerges. Many social science disciplines have firmly established that poverty and its contextual life circumstances are major determinants of violence. Violence is most prevalent among the poor, regardless of race.

Rates of poverty are high in each of the ethnic minority groups. In 1991, 23 percent of families headed by an adult aged 25-34 had incomes below the poverty level. For whites, the percentage was 19; for African Americans, 46 percent; for Hispanics, 38 percent; and for Native Americans, up to 90 percent.

Studies have shown that chronic offenders who start their criminal careers early tend to come from poorer, inner-city neighborhoods, characterized by high mobility and crime rates, overcrowding, inadequate housing, and low socioeconomic status families. What's more, these chronic offenders are likely to continue their criminal careers into adulthood and to increase the seriousness of their offenses.

- **Abuse and Neglect.** A link has been found between childhood victimization and delinquent behavior. Greater risk exists for violent offending when a child is physically abused or neglected early in life. Community and national surveys have shown that 1.5 million children are victims of physical violence each year. The experience of physical abuse, more than any other factor--whether poverty, deprivation, or marital conflict on the one hand, or child health problems or temperament on the other--has been shown to increase the risk for later chronic aggressive behavior problems. Greater risk exists for violent offending when a child is physically abused or neglected early in life. Such a child is more likely to begin violent offending earlier and to be more involved in such offending than children who have not been abused or neglected. New research has also documented that children who witness violent episodes in the home, such as spouse abuse, are much more likely to commit subsequent violent acts themselves in proportion to the amount of violence witnessed.

- Alcohol and Other Drugs. A substantial body of research supports the conclusion that involvement with alcohol and other drugs is an important influence for youth violence. Forty percent of all homicides are related to drugs. In Washington, D.C., 80% of homicide victims had residues of cocaine in their bodies. In 66% of all homicides, the perpetrator and/or victims had been drinking.

Alcohol appears to lower inhibitions against violent behavior. In about 65 percent of all homicides, perpetrators, victims, or both had been drinking, and alcohol is a factor in at least 55 percent of all fights and assaults in the home. Among both youth and adults, violence frequently occurs in places in which alcohol is consumed.

The abuse of alcohol and other drugs by parents and caretakers has been associated with violent behavior toward their children, and parental substance abuse also may put children at greater risk for violent victimization. Substance abusing parents are more apt to become physically abusive, sexually abusive, or neglectful in ways that expose their children to risk of abuse by others.

- Lack of Health Care. The health care system has failed to provide adequate health care for children. Eight million American children lack any kind of health insurance coverage. Existing services do not address the most serious health risks facing adolescents. Services are neither organized in a systematic or structured way, nor are they available or accessible to many of those with the greatest need for service. As a result, the adolescent health system not only fails to reduce the effects of other high-risk settings, but fails to protect adolescents from further health risk, thereby increasing their vulnerability to violence.
- Access to Firearms. The availability of guns makes youth violence more lethal. Over the past decade, there has been a 79 percent increase in the number of juveniles who have killed with guns. Considerable evidence indicates that the alarming rise in youth homicides is related to the availability of firearms, increased gang violence, and the drug trade, especially the crack explosion. Between 1979 and 1989 homicides committed by 15- to 19-year-old white and African American youth increased 61%. During the same period, the rate of homicides by weapons other than guns declined 29%. According to the Centers for Disease Control and Prevention, firearms account for about 75% of murders committed by African American youth. The leading cause of death for both white and African American teenage boys in America is gunshot wounds. Guns kill or injure 40 children in the United States every day.

The cost of firearm injuries alone to our health care system is estimated at more than \$4 billion annually. The vast majority (85%) of the hospital costs for treatment of firearm injuries is unreimbursed care. Violence is driving up the costs of health care.

- Gangs. A growing number of American youth are joining delinquent gangs, and the amount of violent behavior by gang members is increasing. Homicide and aggravated

assault are three times more likely to be committed by gang members than by nongang delinquents. Studies show that the serious and violent offense rate is much higher among youth while they are members of a gang than before and after gang participation.

Gang violence appears to have increased in its lethality during the 1980's. Delinquent gangs no longer are confined to a few States and their inner cities. Gang membership now encompasses a wider age range (both male and female), with members often being as young as 9 and as old as 30.

Several observers suggest a close relationship between youth gangs and organized crime. However, much of the gang violence is turf related and indistinguishable from drug wars which also concern territoriality. Youth gang structures, or cliques within gangs, are sometimes seen as subunits of organized crime and are employed for purposes of drug distribution, auto theft, extortion, and burglary.

- Serious Emotional Disorders. While no exact prevalence figures exist for these disorders among youth in the juvenile justice system, it appears from recent studies that the rate is substantially higher than in the general population, for which estimates range from 17-22%.

A high degree of comorbidity exists between mental disorders and substance abuse disorders. Many emotionally disordered youngsters clearly have multiple diagnoses, and more attention needs to be paid to the issue of comorbidity. Unless this is done, information on the rates of specific disorders may underestimate the task of treating this population.

Violent juvenile delinquency has many antecedents, beginning with the larger socioeconomic community in which children are born; family life; later school and peer group experiences; and such contributing factors as drugs and alcohol, mental health problems, media violence and other opportunities to learn violence as a response to situations and conditions. The lure of gangs and availability of firearms also contribute to violent responses. As traditional, and more effective forms of informal social control have diminished, the juvenile justice system, society's main apparatus for controlling violent juvenile crime, has struggled to meet the challenge. Neither a central point nor a coherent/cohesive strategy has been established for prevention and early intervention efforts. At the same time, promising approaches have been developed. A much more comprehensive and systematic approach to addressing the issue of preventing and treating youth violence in the juvenile justice system context is imperative if significant progress is to be realized.

II. Policies and Programs

Framework

Interpersonal or assaultive violence is now widely regarded as a major public health problem. It has become so pervasive that it can no longer usefully be viewed only as a problem of disparate acts by individual offenders. As the previously cited statistics indicate, homicide in the United States is a leading cause of death and premature mortality, while assaultive behaviors are many times more common than homicide.

Violence is a particularly serious health problem for young people in this country. Indeed, it is now injury, not infectious or communicable disease, that has become the most significant threat to the health of young Americans, as more adolescents than ever before are dying from homicides, suicides, and accidents. All three constitute premature mortality and rob youth of many productive years of life.

Despite this reality, interpersonal violence has traditionally been defined more narrowly as a crime, with responsibility assigned to criminal and juvenile justice agencies--law enforcement, the courts, and correctional institutions--for its control. This approach, reflecting a blend of deterrence, punishment, incapacitation, and rehabilitation, has failed to adequately address the problem.

Where youth violence is concerned, it is time to confront the fact that juvenile justice agencies cannot effectively deal with this problem alone. Indeed, even if this system were replete with fiscal and human resources, it would no longer make sense to view youth violence as a crime only, to be controlled exclusively by juvenile justice authorities. Once the problem is recognized for its public health significance and dimensions, a broader programmatic and policy framework emerges from which to consider ameliorative programs and policies.

Of relevance here is public health's focus on the multi-dimensional and multi-faceted nature of life-threatening problems in terms of causal influences, risk factors, consequences, intervention strategies, and prevention. The important corollary is its reliance on a broad array of resources in social services, education, mental health, child welfare, and substance abuse, which in turn underscores the point that juvenile justice agencies are but one component in a larger, multi-systemic effort to work with at-risk youth and their families.

Since most violent youth are never apprehended and brought into the juvenile justice system, prevention programs must be broad-based (i.e., both community-based and institutional), address multiple risk factors, consider the chronological development of youth, and attend to the needs of youth victims of violence.

Context

Prior research and scholarship on juvenile justice efforts to curb youth violence have produced a number of consistent findings or common themes. Among the most pertinent as a context for thinking about programmatic strategies, are the following:

- Because of the complex needs of delinquent youth and their impact on service delivery systems, significantly more attention must be given to clarifying and strengthening the theoretical, legal, programmatic, administrative, and policy framework that affects them.
- Much of the youth violence research is limited in its ability to provide both a full understanding of youthful offenders and service delivery systems for effectively meeting their needs.
- The early identification of which misbehaving youth will become chronic, serious violent juveniles is one of the most challenging tasks facing researchers and practitioners.
- The prevalence of mental disorders among youth in the juvenile justice system is significant and appears to be substantially higher than the rate for youth in the general population.
- The high degree of comorbidity between mental and substance abuse disorders for these youth has significant implications for assessment and treatment services.
- Many juvenile offenders have personal histories of repeated physical and psychological trauma. It is important for youth-serving institutions to appreciate the variety of children's responses to abuse and their implications for classification, prognosis, and treatment.
- Relevant systems of care tend to be culturally biased from the point of assessment through treatment, resulting in inadequate responses to the needs of minority youth.
- For the most part, mechanisms and instruments for systematically screening and evaluating youthful offenders' needs are lacking.
- Services producing the best results with "multi-problem" youth in the juvenile justice system have been highly integrated and individualized. Such services have been found to combine educational, vocational, social, family, and psychological interventions into a single treatment plan.
- A number of promising, innovative treatment models are being tested and implemented across the country that appear to successfully respond to the needs of

youth by incorporating design elements of individualized care and integrated services, flexible funding, family involvement, and community-based services.

- o The increasing emphasis on social development appears to offer potential to better understand the characteristics of youth in the juvenile justice system and the types of services that may be needed to prevent and/or treat their problems. The focus on developmental pathways to delinquency, risk factors for delinquency, and protective factors that buffer juveniles from risk factors shows promise in this area.

These "themes" or findings indicate, as the public health perspective suggests, that a multi-systemic or multi-agency approach to treating youthful offenders holds out a greater promise of effectiveness than juvenile justice system efforts alone. However, such cross-agency collaboration, as some of these findings also indicate, is not particularly easy to accomplish. Difficulties stem not only from overlapping functions among agencies and institutions, but also from the fact that youths' needs almost always involve more than one of these functions--e.g., education, social services, mental health--at any one time. Ambiguities about which function an institution (or agencies within it) seeks to serve, and collisions between institutions serving the same or different functions in caring for the same youth, make multi-system collaboration exceedingly complex. Understanding and managing these interactions requires a continuing awareness of the differing, overlapping, and sometimes conflicting purposes of the individuals, agencies, and institutions involved with an individual offender.

These findings also estimate a prevalence rate of mental disorder among youth in the juvenile justice system of nearly one quarter, which on the face of it is serious enough. However, some leading researchers have also noted that a majority of youth in the juvenile justice system evidence a degree of affective, cognitive, and/or social dysfunction or impairment that may not necessarily meet criteria for mental disorder but nonetheless reflect serious emotional or skill deficits sufficient to require a range of treatment and rehabilitative services.

The findings also underscore the critical need to improve screening and evaluation procedures for youth who come in contact with the juvenile justice system. Implementation of such procedures would have a positive impact on our understanding of the prevalence of mental health problems among this population, but more importantly would result in better and more appropriate services to the individual youth within the system.

The Programmatic Role of the Juvenile Justice System

It would appear that the appropriate role of the juvenile justice system is to provide a structured forum, in accordance with law, for responding to a multitude of failures in individual development, family functioning, and in school and other agency functioning. This involves the concurrent application of sanctions, supervision, education, and a variety of treatments. In addition:

- The system's coercive powers should be invoked to support treatment only to the extent that treatment is aimed at solving problems that made substantial contributions to the behavior for which the juvenile has been adjudicated, and only in proportion to the seriousness of that behavior.
- In recognizing the multifaceted nature of youths' problems, responsible organizations and institutions--families, juvenile detention, probation, and corrections agencies, social service or child welfare agencies, mental health agencies, and local and state educational authorities--should be encouraged and facilitated to collaborate with one another in providing needed evaluation and treatment.
- Services should reflect a continuum of care along multiple dimensions, including security, structure, intensity of supervision and monitoring, specific types of mental health treatment, and involvement of ancillary services.
- Explicit goals for treatment should be established and services provided that are appropriate to those goals. Access to treatment should be provided in the community, for youth involved in diversion programs and probation, attending to issues of liaison and supervision between justice and other agency personnel, and providing needed case management services. In special circumstances, treatment arrangements should be provided along a continuum of care, such as detention centers, group homes, residential schools, secure treatment, and incarceration.

Principles Governing Preventive Intervention Programs

The following empirically-grounded principles are being applied in several ongoing demonstration programs:

- Interventions should be multi-level, dealing with individual, family, social, and community factors in a coordinated fashion.
- Interventions should focus on sequences of behavior within and between multiple systems.
- Interventions should be developmentally appropriate, matching the developmental needs of youth.
- Interventions should be designed to promote treatment generalization and long-term maintenance of therapeutic change.
- Interventions should, where feasible, be designed to promote responsible behavior and decrease irresponsible behavior among family members.

- With serious, violent, and multiple violent offenders, intervention programs need to be designed for the long-term, since risk factors usually have a long-term effect on juveniles' behavior.
- Intervention efficacy should be evaluated continuously from multiple perspectives (e.g., youth, family members, teachers).

Principles Governing Effective Treatment

- Youth should have access to a comprehensive array of services that address their physical, emotional, social, vocational, and educational needs.
- Individualized services should be provided in accordance with the unique needs and potentials of each youth, guided by an individual service plan.
- Families should be full participants in all aspects of treatment planning and service delivery.
- Case management should be an essential service component to ensure that multiple services are delivered in a coordinated and timely manner, and that youth move through the system of services in accordance with their changing needs.
- The rights of youth should be protected and effective advocacy efforts should be promoted, without regard to race, ethnicity, religion, national origin, sex, physical or mental disability, or other characteristics. Services should be sensitive and responsive to cultural differences and special needs.

Innovative Programs

The following illustrative treatment and preventive intervention programs incorporate the previously noted tenets of the public health perspective as well as many of the foregoing principles in providing treatment for serious and violent juvenile offenders. Of particular importance is the notion that programs should be community-based--i.e., efforts must be made to develop and implement highly structured and service-rich aftercare programs in the community if positive change is to be sustained. Although some programs that focus more or less exclusively on youth, without attention to the family and community, have shown impressive in-program gains, those gains are rarely maintained over the long term. Follow-up controls and services are critical.

Community Programs

- **The South Carolina Family and Neighborhood Services (FANS) Project**, supported by the Center for Mental Health Services of SAMHSA, has sought to demonstrate that even the most serious juvenile offenders can be treated successfully if services

are sufficiently intensive, individualized, and integrated, with attention to a wide array of domains in which serious offenders have severe problems.

The FANS project is based on a treatment approach called multi-systemic therapy (MST), which incorporates family systems theories and social ecology theory, but also considers the role of child development factors. Treatment focuses on dysfunction in any of the affected systems--e.g., the youth, family, peers, school, neighborhood--as well as on relationships between and among the various systems. Although multiple systems may be involved, MST involves a single therapist for each client, providing brief (about four months) but intensive treatment.

- **Preventing Antisocial Behavior in High-Risk Children**, an ongoing, multidimensional program at the University of Illinois funded by the National Institute of Mental Health, focuses on preventing the emergence of antisocial behavior in high-risk urban minority youth (African American and Hispanic). The program reflects the view that only multi-context, long-term interventions that have an impact on multiple dimensions of a youth's environment are likely to be effective. It attempts to account for risk in the environment (e.g., poverty, exposure to violence) as well as personal risk factors (e.g., individual learning histories) and the interaction of contextual domains (e.g., school, peer, family, community) with individual cognitive processes. It is believed that the need for a comprehensive cognitive-ecological approach is most critical in lower-class urban communities, where environmental risk factors are so extreme that they place entire populations of children at risk of violence.
- **Community-Based Prevention Consortia funded by the Administration on Children and Families** are broad-based public and private partnerships representing an approach to youth violence that includes recreational and educational activities, support to families of at-risk youth, conflict resolution training, and the promotion of cooperative ventures among youth service providers. By empowering community-based consortia, comprehensive approaches can be undertaken that focus on the specific needs and strengths of a community. Specific consortia activities can include job training and employment, housing, community education and mobilization, recreational and wilderness challenge opportunities, and network and information sharing. Consortia, especially those headed by public agencies, can also more effectively integrate the use of Federal funds at the local level by combining block, formula, and discretionary grant monies to develop a broad violence prevention net of activities and services for at-risk youth and their families. An evaluation of consortia projects found that the projects appeared to have a positive influence on drug use and selling, delinquent behavior, involvement with the criminal justice system, school performance, and peer relations.

Family Programs

- **Family Preservation and Support Programs** are designed to keep the family together and reduce placements of children in foster care. Intensive support services are also

provided, with a view to protecting children in environments where injury, either physical or psychological, might occur. These programs are cost-effective and have also brought about greater economic independence among participating families, fewer special education and out-of-home placements, and reductions in child abuse. The family support component reduces risks for family violence--harsh parenting, large family size, and low parental education level. A complementary early education component reduces child risks--low early school achievement and early behavior problems. All components are essential to attack multiple risks and prevent violence. Examples of effective programs include the Yale Child Welfare Project, the Houston Parent-Child Development Center, the Hawaii Healthy Start Program, the Syracuse Family Development Research Project, and the Perry Preschool.

Juvenile Justice System Programs

Programs provided in the juvenile justice system can most usefully be viewed at three different levels: immediate interventions, intermediate sanctions, and secure confinement. All of these efforts have two main objectives: rehabilitation and community protection.

- **Immediate interventions** focus on juvenile offenders who, by virtue of having committed minor offenses, less serious felony offenses, or repeat misdemeanor offenses, can safely be dealt with in the community. Programs including diversion, home probation, comprehensive day treatment programs, restitution, substance abuse treatment, and neighborhood resource teams (community policing) are components that need to be integrated into a continuum of care for these offenders. Each youth should be evaluated both as an individual and within the context of their family environment in order to develop an appropriate intervention plan. Some youth might need a psychiatric evaluation, alcohol/drug treatment, or individual and/or family counseling. Attention should also be given to developing the youths educational and employment skills.
- **Intermediate sanctions** represent programs that are designed for youthful offenders who commit first-time serious or violent offenses or fail to respond successfully to immediate intervention (e.g., by committing another offense). Many of the serious and violent offenders at this stage may be appropriate for placement in an intensive supervision program as an alternative to secure confinement. Such a program would be highly structured and include a continuously monitored individualized plan consisting of five decreasing levels of restrictiveness: (1) short-term placement in community confinement; (2) day treatment; (3) outreach and tracking; (4) routine supervision; and (5) discharge and follow-up. Individualized plans can include such components as drug testing, psychiatric and drug/alcohol treatment, conflict mediation training, weekend detention, electronic monitoring, challenge outdoor programs, independent living, educational and/or employment skills development, and intensive family counseling.

Another intermediate sanction that is being implemented and tested at this time is Juvenile Boot Camps. These highly structured, military style, short-term residential programs may provide an effective alternative for some serious offenders. However, research has made it clear that shock incarceration programs in and of themselves are not effective. The residential phase of the program must include other components such as education, drug treatment, vocational training and counseling. In addition, the residential phase of the program must be followed by a highly structured aftercare program that includes integrated services and skill development on the part of the youth. Work with the families is also a critical element of this programming.

- **Secure community-based commitment** is a program strategy based on the recognition that large juvenile facilities have not been particularly effective in rehabilitating juvenile offenders. The best hope of rehabilitating these youth is to place them in small secure community-based facilities to provide intensive services in a structured environment. This would also facilitate linkages to community-based youth service organizations that provide specialized services. In addition, community-based programming also offers the advantage of proximity to families and the corollary greater likelihood of involving them in the treatment process. It also provides potential for a phased reentry into the community that utilizes community resources and services.

For young people who have not succeeded in other treatment settings, or who present a threat to community safety, placement in training schools, or other secure facilities may be required. Comprehensive treatment programs should similarly be offered in these restrictive settings with a focus on education, skills development, and vocational or employment training and experience.

- **Alternatives to congregate juvenile correctional institutions** have successfully been provided in several states, notably Massachusetts, Utah, and Missouri. Their large juvenile correctional facilities have been replaced by a network of small secure facilities linked to a continuum of community-based programs. Missouri, for example, has completely restructured its correctional service delivery system. A case management system has been developed to provide for the assessment, treatment planning, coordination, and accessing of services, with systematic monitoring and evaluation of services. These consist of intensive case monitoring, day treatment, proctor care, family therapy, a short-term treatment program, a 90-day residential program, group homes, residential facilities in a moderately structured environment, four highly structured secure care programs, a community learning center, a special mental treatment unit, and intensive aftercare. In addition, the legislature has provided for an innovative system of state-wide pooling of various treatment funds, so that treatment resources follow the child, rather than vice versa.
- **Aftercare programs** appear to be the weakest component in the juvenile justice system's continuum of care. In light of this, OJJDP is supporting, through training

and technical assistance, development of intensive aftercare programs in eight states. This year, OJJDP plans to fund at least four sites to implement intensive aftercare programs, with additional support for an evaluation. Intensive aftercare incorporates six programmatic principles: (1) preparing youth for progressive responsibility and freedom in the community; (2) facilitating youth-community interaction and involvement; (3) working with both the offender and targeted community support systems, including families, peers, schools, and employers to facilitate constructive interaction and gradual community adjustment; (4) developing needed resources and community support; (5) monitoring and ensuring youths' successful reintegration into the community; and (6) fostering independent skills development.

The following are examples of effective juvenile justice system programs:

- **The Violent Juvenile Offender Research and Development Program**, funded by the Office of Juvenile Justice and Delinquency Prevention, was designed to test the capability of the juvenile justice system to deal with the chronic, serious, violent offender in an innovative fashion as compared with traditional juvenile justice and adult court intervention. A specific goal of the effort was to test an intensive intervention model for the treatment and reintegration of violent juvenile offenders, designed to reduce violent crimes through an individually-based case management strategy with strong emphasis on planned, integrated aftercare.

The program is multi-phased, beginning with secure residential placement. Planning for reintegration begins as soon as the youth enters the system and it should be a dynamic process that continues throughout the youth's involvement with the system. Youth released from the system are placed in a transitional housing situation like a group home where their activities are carefully monitored and where the youth can receive additional treatment. From there, the youth is either reintegrated back into his family or guardians' home, if possible.

- **North American Family Institute (NAFI)** whose mission is to create diverse and innovative services for people. Founded in 1974, NAFI is a leader in the creation of small, community-based treatment programs. NAFI does not provide services directly to youth. Instead, it is the umbrella organization for many diverse programs, including the O'Farrell Youth Center. The diverse audience of these treatment programs includes delinquent youth, severely disturbed, violent and aggressive adolescents, abused and neglected children, drug offenders, and adults and children with mental and developmental disabilities. The final group served is the dually diagnosed which includes those who also have mental retardation or those who have mental illness and/or substance addiction.

NAFI works with people who are the most at-risk due to their behavior, an illness, a stay in a psychiatric hospital, or a recent crisis. NAFI has demonstrated that many people with difficult problems can be treated in small, home-like settings within local communities.

NAFI has a flexible service design process with a comprehensive continuum of services. The key to NAFI's success is that they design an individual placement for each person referred to them. This enables them to address all of the potentially serious behavioral, educational and psychological concerns identified by the referring agencies. The continuum of care includes: crisis intervention, short-term treatment and secure psychiatric care. For adults, NAFI offers highly-structured group living situations and supported apartments. The programs are based on the principles of normalization, empowerment and rehabilitation. There are two programs for victims of sexual abuse. There is also a broad array of residential programs, ranging from medium to long-term residences to half-way houses.

- **The Associated Marine Institute (AMI)**, founded in 1969 in Florida, oversees the operation of a number of juvenile rehabilitation programs in diverse geographical locations. AMI, which is public and non-profit, provides leadership, central program management, and administrative services to the Marine Institutes.

There are approximately thirty two Marine Institutes, which are non-profit, education and research organizations. They receive both public and private funds to operate programs for youth. They operate residential and non-residential programs in several states. Boys and girls average 8 to 12 offenses before entering an AMI Program.

The young people in AMI programs participate in a core curriculum of studies including oceanography and earth sciences, seamanship, diving, aquatics, physical education, academics and vocational education. Many of the youth entering the AMI programs require remedial education. There is a 7 to 1 student/instructor ratio which means that each curriculum is individually designed for each student. Half of the youths' time is spent in the classroom and the other half is spent in practical experiences, such as seamanship.

- **The Florida Environmental Institute** (affiliated with Associate Marine Institute) is set on 15 acres of Florida outback, 40 miles northwest of Lake Okeechobee. The program location is surrounded by swamps, sloughs, and pine and palmetto forest. Almost surrounded by an alligator-infested lake and 25 miles from any other civilization, there are no fences and the instructors do not have firearms. The young people are constantly monitored. The facilities are rustic, wood buildings which the staff and the students built.

FEI can serve 22 young people in residential care and 20 in non-residential or aftercare. FEI is for young people who have been found guilty of fairly serious crimes, or have pleaded guilty in court. If they had not agreed to come to FEI, most would have been sentenced as adults and sent to prison. Each young person participates in the three program phases; the average length of stay is 18 months in the residential and 6 months in the non-residential.

This brief overview of programmatic perspectives and principles, based on available empirical data and program experience, suggests that change is indicated in the way the juvenile justice system deals with the youth population--both minor and serious offenders--under its jurisdiction. Reflecting the public health perspective on youth violence, juvenile courts and youth service programs must begin to establish treatment plans that are multi-faceted, involve multiple parties, and are made available in the community (without compromising public safety) when agencies' institutional mission is oriented toward accountability for individual behavior. Change needs also to be synchronized across systems--i.e., multiple systems need to move forward together, toward closer collaboration. Otherwise the practice of shifting children and adolescents from one system to another will continue.

III. Research and Evaluation Agenda

The major policy issues surrounding juvenile violence and the juvenile justice system concern: 1) determination of the respective roles of the juvenile and criminal justice systems in responding to violent juvenile crime; 2) the relative emphasis on rehabilitation versus punishment for violent juveniles; and 3) how the juvenile justice system can be made more effective in responding to violent juvenile crime. Basic and evaluation research needed to inform these policy issues should have top priority. These include:

- Evaluation of the success of secure treatment and reintegration (aftercare) programs for violent juvenile offenders provided by the juvenile justice system.
- Impact of early interventions on developmental pathways toward violent juvenile careers.
- Role of professionals outside the juvenile justice system in early identification of violence producing families, including pediatricians, child protection workers, school teachers, mental health workers, ministers, child welfare workers, youth workers, and others in direct contact with troubled families.
- Development of behavioral assessment strategies appropriate to various groups of children, in addition to self-reports, teacher and parent reports.
- Evaluation of early intervention programs working with families, including children aged 0-3.
- Effectiveness of graduated sanctions coupled with treatment in interrupting developmental pathways to violent delinquency.
- Evaluation of interagency collaboration and integration strategies in joint treatment efforts, including use of triage techniques.

- Short and long-range outcome comparisons between juveniles waived or transferred to criminal court and juveniles adjudicated in the juvenile justice system.

Other research and evaluation studies that are needed to address program issues related to the general approach recommended in this report follow. These are organized in relation to juvenile violence prevention and early intervention and treatment matters.

Prevention and Early Intervention

- Identification of factors which account for the differential increase in youth violence compared to adult involvement.
- Determination of optimal points for prevention and early intervention.
- Effectiveness of prevention and early intervention strategies within and across various cultural, ethnic, gender and age specific groups.
- The incidence of "random violence" (homicide and assault that appears unconnected with any ostensible motive), the characteristics of the perpetrators, and the circumstances under which such violence occurs.
- Further development and testing interventions for gang violence prevention and reduction.
- Examination of the dynamics of joining and leaving gangs, increased female involvement in gangs, and intergenerational gang violence.
- Identifying effective means of reducing the disproportionate representation of children of color in the juvenile justice system.

Treatment

- Impact of quantity and severity of viewed media violence among institutionalized juveniles including perception of violence and societal expectations and outcome success.
- Research on the efficacy of risk assessment instruments used to identify juveniles in the juvenile justice system who present a threat to public safety.
- Evaluation of the effectiveness of boot camps as an intermediate sanction for potential violent juvenile offenders.

- Relationship between changes in laws governing jurisdiction over violent juveniles and the reduction of juvenile violence.
- Prevalence rates of mental disorders in the juvenile justice system and the effectiveness and impact of diverting youth from the juvenile/criminal justice system to mental health programs.
- Effectiveness of mental health services in diverting youth from the juvenile/criminal justice system and the impact of changes in public policy to expand community mental health services outreach programs to youth at high risk of violence.
- Effectiveness of intervening at different social-ecological levels (e.g. individual, peers, family, school, community, environment).
- Development of new evaluation methods to better measure treatment results achieved through systems interaction, integration, collaboration, and cooperation.
- Expansion of research and evaluation procedures to produce more useful results for practitioners, program managers, clients, and policy makers.
- Development of evaluation designs and procedures that are more sensitive to clients, their families, and communities.
- Patterns between alcohol and other drug (AOD) use and abuse and violence.
- Interrelationships between prevention/treatment of AOD in high-risk youth populations and violence prevention/reduction.

IV. Recommendations

1. The President should convene a White House Conference on Juvenile Justice to increase public awareness of violent juvenile offenders and the juvenile justice system. The status of minors in the juvenile and adult justice systems and the increasing number of violent crimes committed by juveniles should be examined. Youth gangs should be discussed. The status of females in the juvenile justice system and the provision of gender specific services for them should be examined. Recommendations for executive and legislative actions should be made to address the problems of juvenile delinquency and juvenile justice. There should be prior state and regional conferences. Individuals (both public and private) concerned with issues and programs related to juvenile justice and juvenile delinquency prevention should be encouraged and facilitated to attend this conference.
2. The Coordinating Council on Juvenile Justice and Delinquency Prevention should become functional and develop an "ad hoc" committee of staff level, Federal employees of all agencies working on youth violence issues. The "ad hoc" committee would develop a model of coordination which could be replicated by the states and local communities. Some of the types of projects to be developed might include jointly-funded research and demonstration programs (e.g., developing peer mediation courts where trained youth review status and some non-status offenses and recommend action, and community mediation courts). The "ad hoc" committee should develop strategies to ensure that juvenile justice information and technology is shared among policy makers and the public.
3. Youth who commit serious violent crimes and those who recidivate in the juvenile justice system should be given priority. These youth should receive a continuum of services, ranging from primary prevention, early intervention, immediate intervention, intermediate sanctions, secure community-based commitment and aftercare programs. All services should be offered in a consistent manner to those youth. Special attention to predictors of violence among such youth, including lack of stability in the family, and violence in the environment should be examined.
4. Recently developed aftercare programs that succeed in keeping juveniles from returning to the juvenile justice system should be evaluated. Currently, aftercare programs are the weakest link in the juvenile justice system. The most successful models appear to be those that bring community-based youth-serving organizations into the juvenile facility to work with youth while they are there to aid their transition back to the community. Aftercare should also involve close supervision of the violent and chronic serious offender and include a step-down process where the youth begins reentry into the community in a staff secure group home and is gradually reintegrated into the community. To accommodate a broad range of youth needs, a comprehensive aftercare system needs to include alternative living

arrangements such as therapeutic foster care for youth who do not have intact families. A case management structure is also needed to assure both comprehensive services and accountability of the youth to the program as well as the service providers to the youth.

5. Medicaid or other alternative health care coverages should be available to juvenile offenders who are under juvenile court jurisdiction and who require health or mental health treatment. One of the major issues in all interactions among agencies working with youth in the juvenile justice system is funding for services.
6. States should enact legislation extending the juvenile court's continuing jurisdiction over serious violent delinquent offenders to age 25 so that these offenders, where warranted, can receive long-term treatment services. This would reduce the perceived need to waive or transfer many juveniles who require long-term secure care to adult criminal courts.
7. Provide the juvenile justice system with the resources to develop and implement prevention and early intervention, graduated sanctions, and treatment programs as proposed in OJJDP's **Comprehensive Strategy for Serious, Violent and Chronic Juvenile Offenders**.
8. Allow states and localities the flexibility to integrate formula and block grant funds from various Federal agencies to support innovative and integrated multidisciplinary programs. This would increase coordination and joint funding among agencies. Legislative changes should be proposed that eliminate duplication of effort among agencies and remove barriers to consolidated state and local planning and programming with Federal funds.
9. Federal statistical programs that monitor trends in youth violence and victimization should be coordinated. Of particular interest is the disposition and treatment of violent juvenile offenders in both the juvenile and criminal court. Further, special efforts should be made to monitor institutional violence in correctional facilities.
10. Involved Federal agencies should vigorously pursue a research and evaluation agenda to improve the juvenile justice system response to violent juvenile delinquency.

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YOUTH DEVELOPMENT

"....Violence is not a random, uncontrollable or inevitable occurrence. Many factors, both individual and social, contribute to an individual's propensity to use violence, and many of these factors are within our power to change....There is overwhelmingly evidence that we can intervene effectively in the lives of young people to reduce or prevent their involvement in violence." American Psychological Association, Violence and Youth: Psychology's Response, 1993

Executive Summary

As the workers, parents, and leaders of tomorrow, adolescents are one of our nation's most valuable resource. Despite reports of pregnancy, drug abuse, and gang violence among youth, many young people are headed towards productive adult lives. As they grow, they are learning to cope successfully with the new challenges they find at home, school, and work. Even the majority of those who face particularly trying circumstances such as poverty, divorce, and physical or sexual abuse are sufficiently resilient to overcome these hurdles and become healthy, successful adults.

While we should celebrate the resilience of these youth, we must also recognize that growing numbers of young people are engaging in behavior that has severe, and all too often lethal, consequences. Although generations of teenagers have experimented with risky behavior, the frequency and impact of these activities is increasing. A significant number of teens use alcohol or other drugs and engage in unprotected sex. A smaller, but still alarming, number are involved in violence as victims, witnesses, or participants. Teens are more than twice as likely to be victims of violent crimes than adults, and homicide and suicide rank as the second and third leading causes of death for youth. Among African-American youth, homicide is the number one cause of death.

Changing economic and social circumstances have eroded the support systems which guide and nurture young people. Many youth live in poverty -- 25% more today than a decade ago -- which deprives them of necessary resources, exposes them to heightened family stress, and compromises their chances for a productive future. Large numbers of teens lack adequate health care or guidance in issues like such as sexuality. Many youth live in declining neighborhoods with few safe places in which to work, learn or play. Increasingly, poor neighborhoods offer youth participation in illicit activities such as drug dealing as the only viable economic opportunities.

Additionally, increases in divorce rates and single parenting mean that many young people have only one parent to provide the economic resources and nurturing critical to healthy development. As the birth rates of unmarried youth rise, many teens are confronted with parental responsibilities before they can adequately support or nurture a child and when they should be gaining the education and skills necessary for later success in the labor market. Growing numbers of youth live alone in the street or shelters, deprived of any adult who can offer guidance and financial support. Others face discrimination because of their race or religion or sexual orientation.

These trends have tragic costs. The conditions facing many of today's youth compromise their futures and intensify the threat of violence. These losses demand renewed efforts from government and citizens which situate anti-violence efforts within a broader framework designed to improve the circumstances that shape adolescent behavior. Until youth work together with their families, schools, and communities to create a safe and productive pathway to adulthood, we cannot hope to meaningfully reduce the toll of violence.

There is no coherent national "youth policy." Federal policies that affect youth have consistently operated on a "deficit model", which views youth in terms of their discrete problems. This approach has led to a strong emphasis on punishing or

controlling deviant youth behavior through detention or incarceration, as opposed to promoting positive behavior through strengthened social supports. The model has also contributed to a tendency to compartmentalize programs so that they address specific problems such as teen pregnancy and drug use and prevented the development of a comprehensive and holistic approach to youth.

The situation demands a move away from "deficit" thinking and towards a positive youth development strategy that builds on the positive assets that each young person offers. This can only be accomplished with the support of families, peers, and communities. Shifting the focus from punishment to prevention will diminish the violence surrounding some youth and give all a better chance to make a successful transition to adulthood. This approach to youth development is based on the idea that every youth is entitled to:

- . Sustained involvement with at least one caring adult who transmits positive values and provides encouragement, support, and structure;
- . The opportunity to have needs addressed in a comprehensive and holistic manner that is sensitive to the role of peer group, family, culture, and community;

- A positive image as a resource to be developed;
- Challenging, educational, safe and enjoyable activities as well as safe places in which to live, learn and play;
- School experiences providing skills, knowledge, and preparation for the world of work as well as some contact with the labor market; and
- The opportunity to provide community service and to assist in the design and implementation of youth-serving programs.

These principles will ensure progress toward the goal reducing violence and expanding opportunities for youth by ensuring all young people access to nurturing, challenging experiences as individuals, within their families, schools, and at the community level. While rebuilding supporting individual youth and their families and rebuilding communities so they are safe and supportive is the overarching goal, there are several more concrete steps that can be undertaken right away.

To ensure that each teenager has a caring, responsible adult in their lives, this Administration can challenge to local communities to provide "One Million Mentors" for its young

people. By providing guidance, tutoring, and exposure to the labor market, mentors can ease the difficult transition from adolescence to adulthood and encourage teens to avoid participation in risky activities that may jeopardize their future. A provision in the Senate-passed crime bill, which authorizes an "Ounce of Prevention Council" to fund projects that pair young people with adult role models, could provide new resources for these efforts.

Schools can participate in these efforts by providing safe, structured environments for youth after classes are over and during the weekend. The "Beacons" program in New York City offers a useful model for such projects. Community-based organizations in ten New York neighborhoods are working together with employers, health providers, law enforcement officers, and government agencies to offer youth a mix of educational and vocational activities, recreation, health care, and a range of social services for youth and their families. Federal support for efforts to transform schools into community centers may soon be available through the "Community Schools Youth Services and Supervision" program, also included in the Senate version of the crime bill.

If these efforts to reach youth on a one-to-one basis and in their schools are to succeed, the communities in which young people grow up must provide a safe environment and economic

opportunity. The path to community change must involve youth, their families, local businesses, media, and other local stakeholders in a meaningful fashion, and will require additional resources for reinvestment and repair of declining infrastructure. Through the designation of Empowerment Zones and Enterprise Communities, Congress and the Administration has committed significant financial support required to begin this process. By expanding economic opportunity and offering comprehensive social services, youth and their families can work with community institutions to reduce violence by providing safe and positive alternatives for youth.

I. Principles of Youth Development

Adolescents are increasingly involved in risky and violent activities, sometimes with lethal consequences. While media reports of youth involvement in street gangs and shootings describe a small proportion of the adolescents in the population, their activities cause great concern. Some youth are involved in violence as participants, as victims, and as witnesses. A larger percentage of youth are involved in risky behaviors such as the use of alcohol and other drugs; many live in high risk situations with few positive alternatives.

A policy which promotes the involvement of young people in positive activities that prepare them for adulthood must be based on a full understanding of adolescent development. It must move beyond the stereotype of rebellion, emotional instability, and unpredictability and should acknowledge that the majority function well and do not engage in dangerous or violent behaviors. It should also view individual behavior in the context of peer group, family, neighborhood and community, with an understanding of differences of race, class, and culture.

In this country, policies affecting youth have consistently operated on a "deficit model," in which youth are seen as problems and identified with problem behaviors. This model has led to a strong emphasis on controlling deviant behavior through detention or incarceration instead of providing preventive social supports. It has also contributed to the proliferation of programs designed to prevent discrete problem behaviors, such as teen pregnancy or drug use.

This document calls for a positive approach which views each youth as a resource to family, community, and nation. It builds on the inherent strengths of each young person and assumes ability to make a positive contribution to society. It emphasizes the development of competency, caring, and contribution and recognizes that all youths require the support of peers, families, schools and communities. It also recognizes

need for additional supports tailored to youth in high risk situations.

In addition to positive supports, all youth need clear expectations from adults and non-punitive structures within which to learn and develop. As a society, our goal should be to ensure that each young person has:

1. Sustained involvement with at least one caring adult who transmits positive values and provides encouragement, support, and structure;
2. The opportunity to have needs addressed holistically and with sensitivity to peer group, family, culture, and community;
3. A positive image as a resource to be developed;
4. Challenging, educational, safe and enjoyable activities as well as safe places in which to live, learn and play;
5. School experiences providing skills, knowledge, and preparation for the world of work as well as some contact with the labor market; and

6. Opportunity to provide community service and to assist in the design and implementation of youth-serving programs.

These principles should inform the development of youth programs at Federal, state and local levels and should guide the development of partnerships between government and private sector organizations dedicated to improving the quality of life for American youth.

II. Overview

In 1989, there were approximately 40 million young people--16% of the total population--between the ages of 14 and 24 in the United States. There are currently about 20 million young adolescents between the ages of 10 and 15. About 68% of young adolescents are non-Hispanic white, the remaining 32% are African-American (15%), Hispanic (12%), Asian/Pacific Islander (3%) and American Indian/Eskimo/Aleut (1%). By the year 2000, the number of young adolescents is expected to exceed 23 million.

Most adolescents are on a healthy path towards productive adult lives. There is evidence, however, that 25% of adolescents are at significant risk of engaging in behaviors with negative consequences, such as alcohol or other drug abuse, unprotected sexual activity, delinquency or violence. Another 25% of

adolescents are similarly at moderate risk.

Adolescents in Poverty

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

The statistics tell a dramatic story. The proportion of young adolescents (ages 10-15) who live in poverty rose from 14% in 1969 to 16% in 1978 to 20% in 1990. About 3 million young people between the ages of 10 to 18 and almost 1.2 million mothers younger than 26 (including 40,000 younger than 18) currently receive AFDC. About one in four of the 30% of all adolescents in rural areas live in poverty. While children in single-parent families are most likely to be poor, many two-parent families have experienced a decline in their standard of living. Without the income provided by women entering the workforce and increasing the number of hours they work, incomes for 60% of two-parent families would have been lower in 1989 than in 1979.

The number of poor neighborhoods has increased over the last

decade. The incidence of neighborhoods in which at least 20% of families are poor has increased from 34% to 39% of cities' census tracts. During the same period, the proportion of extremely poor neighborhoods -- those with a poverty rate of 40% or more -- increased from approximately 10% to 14% of city census tracts.

The increase in poor neighborhoods is linked to a contraction of legitimate employment opportunities for youth. The shift to a service-oriented and high-technology economy and the loss of manufacturing jobs in central cities has reduced the number of job opportunities. These developments explain the loss of average real earnings for young adults between 1979 and 1988. The movement out of the manufacturing trades has been most dramatic for young adult blacks, who experienced a 20% decrease in these jobs between 1974 and 1984. Inability to find high-paying jobs without a college degree or specialized skills has made more adolescents dependent on their families longer. Over the past 15 years, the percentage of young people living with their families rose steadily to 54% at age 24 and 30% at age 29.

For youth who cannot rely on their families for economic support, lack education, and face discrimination in the job market, crime often is a rational alternative to legitimate employment. Young men with few skills and limited legal work opportunities can earn up to 2 to 4 times as much in criminal activities than in

legitimate occupations. For example, one study indicates that median earnings for street-level crack dealers in the 1985-1987 period were \$30.00 per hour.

The significant increase over the last 20 years in the number of single-parent families is another reason for the large number of adolescents living in poverty. About one-half of all marriages now end in divorce, twice the divorce rate in 1960. Approximately 25% of all births are to unmarried women. As a result, about 25% of all children live with only one parent, which represents a doubling of the rate since 1970. About 50% of all children will live in a single-parent home before they reach the age of 18 and will spend an average of 6 years with a single parent.

Adolescent girls are becoming single parents in increasing numbers. While births to unmarried women made up only 15% of all births to adolescents in 1960, and 30% in 1970, by 1989 more than 67% of teen mothers were unmarried. The proportion of African-American teen mothers who were unmarried in 1989 is 92%. Families headed by a single parent, adolescent or not, are more likely to be poor. Poverty rates are almost six times higher for single-parent families than for two-parent families. About 87% of single parents are women.

The growth in the number of youth living in non-traditional

families, or without families at all, is significant. Drug abuse, sexual or physical abuse, and neglect have resulted in an increasing number of youth living with non-parent relatives or in a series of foster families. In addition, more and more youth are living in "no-parent" families, are runaways, or are homeless because their families have been evicted or their parents have pushed them out of the home. Gay and lesbian youth are an often overlooked group that falls into this category. There are approximately 1.3 million youth today who are runaways, or homeless, and many live in shelters or on the street. They come from all socioeconomic strata and are at highest risk for involvement in violence and other risky behaviors like drug use and prostitution.

How Youth Spend Their Time

The Carnegie Corporation's 1992 study determined that 40% of the time adolescents are awake is discretionary time not taken up by school, homework, chores, employment, or eating. It also found that many adolescents spend almost all of this time without adult companionship or supervision but alone, with peers, or with adults who may serve as negative or exploitive influences. A recent study found that 27% of eighth graders spent two or more hours alone after school, and that low-income youth were more likely than higher income to be home alone for three or more hours.

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

While all young people can benefit from community supports, positive alternatives are especially important for youth who are not in school or who are at risk of dropping out. Approximately one quarter of all urban schools have dropout rates of around 50%. Dropouts are more likely to be from poor families and single parent households, have parents who are not heavily involved in their lives, and live in urban areas. Dropouts are also more likely to have a handicapping condition, engage in delinquent behavior, be retained in grade and truant from school, be pregnant or a parent, have poor grades, and work more than 15 hours a week. While dropout prevention programs have traditionally been geared to high school students, there is now a movement to begin dropout prevention programs in middle school or before. The importance of these efforts is made clear from the fact that about 80% of young high school dropouts was about 80% were unemployed in 1990.

Involvement in Risky and Violent Behavior

The average young person is resilient enough to cope with the stressful transitions typical of adolescence. These include first sexual experiences and relationships, school transitions, peer group pressures, changing relationships with parents, and defining identity. Youth in this age group must cope with the pressure of making decisions, often with considerable peer pressure, about illegal drugs, alcohol, smoking, and driving while intoxicated. Some also face parental divorce or separation, poverty, physical or sexual abuse, or discrimination at school or work. However, it is reassuring to note that only between 10 and 20% of adolescents--the same proportion as adults--exhibit severe emotional disturbance.

A large number of adolescents engage in alcohol and other drug use, unprotected sexual activity and use of cigarettes.

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

The use of alcohol and other drugs is risky, especially because of its links to violent behavior. Alcohol is believed to lower inhibitions and is a factor in at least 55% of all fights and assaults in the home. In about 65% of all homicides, the perpetrator, victim, or both had been drinking.

Drugs that are addictive and expensive, such as heroin and cocaine, are linked to violent behavior. In 1984, the National Institute on Drug Abuse estimated that at least 10% of homicides occur during drug sales. Youth involved in the sale of drugs are at greater risk of becoming involved in violent acts.

Despite concern about adolescent involvement in risky behavior, there is a difference between normal experimentation and enduring patterns. Experimentation, such as use of alcohol, drugs and tobacco, sexual activity, and juvenile delinquency is widespread during adolescence. In addition, risky behaviors are interrelated, so that many who engage in one type will also engage in others.

Determining those at highest risk of engaging in problem behaviors is complex and requires an understanding of the interplay between individual characteristics and environment. One group of researchers suggests that early indications of risk can be found in "risk markers"--such as involvement with the child welfare system. This approach implies that environments

can be viewed as "high risk" and vulnerable youth described as "youth in high risk situations." High risk environments can include the family, school, neighborhood, or larger community.

Children who have suffered prenatal drug or alcohol exposure, exposure to parents who use alcohol or drugs, and physical or sexual abuse at young ages are examples of those who are "at risk" of negative outcomes. Sometimes intensive interventions or positive environmental influences can ameliorate the effects of early damage and enable the child to avoid later problems. Negative interventions or influences could have the opposite effect.

Adolescent Involvement in Violence

Young people are at risk of involvement in violence as participants, victims and witnesses; youth who live in low-income areas are at greater risk. Adolescents are 2 1/2 times more likely to be victims of violent crimes than those over age 20. According to the Centers for Disease Control (CDC), the three leading causes of death for all youth ages 15-24 are accidents, homicide, and suicide. While homicide is the second leading cause of death for youth in this age group, it is the leading cause of death for African-American males and female of this age. Rates of suicide for adolescents have almost tripled since 1960 and are now second only to the rates for persons over 65. More

than 5,000 adolescents kill themselves each year, and approximately 400,000 attempt suicide.

Firearms play a key role in the injury and death. CDC reports that guns are involved in more than 75% of adolescent killings overall, and about 75% of the killings by African-American youth. Between 1979 and 1989, there was a 61% increase in homicides by shootings by 15-19-year-old white and African-American youth. During the same period, the rate of homicides by objects other than guns declined 29%. In 1987, firearms were involved in 68% of all murders of adolescents and 83% of all adolescent suicides.

Guns are available to adolescents both at school and at home. The 1990 national Youth Risk Behavior Survey (YRBS) conducted by CDC revealed that 20% of high school students (32% males, 8% females) reported carrying a weapon at least once during the past 30 days. It has been documented that students carry about 270,000 guns to school every day. There are firearms in approximately one-half of all American homes. A recent study demonstrates that guns in the home are associated with an increased risk of homicide by a family member or intimate acquaintance.

A small proportion of youth join gangs, and the absolute amount of violence committed by gang members is relatively small. Gang involvement is a concern, however, because of the increase in the

amount and severity of gang violence during the past two decades. In addition, homicide and aggravated assault are three times more likely to be committed by gang members than by delinquents.

Youths join gangs for a number of reasons, including the desire for connection, belonging, self-esteem, and self-definition. They also join to find friendship, pride, an identity separate from their families, status, excitement, and acceptance. All of these are developmental needs. While male gang members outnumber female gang members by 20 to 1, female involvement in gang violence is believed to be increasing. Young women who join gangs often become victims of sexual assault as a rite of passage to join or after becoming members.

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

(CDC)

Violence has psychological effects on young people, even if they are not the victims of the violent act. A recent survey of first and second graders in Washington, D.C. found that 45% of the children had witnessed muggings, 31% had witnessed shootings, and 39% had seen dead bodies. According to the American Psychologi-

cal Association (APA)'s recent report on violence and youth, posttraumatic stress has been observed among children who witness violent acts. This syndrome includes sleep difficulties, anxiety, loss of interest in significant activities, and attention difficulties among its effects. While there is no accurate measure of the number psychologically affected by violence, the APA reports that the proportion of children who received professional psychological help increased by 50% from 1981 to 1988.

Paths to Violent Behavior

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

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

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

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

terms of their futures.

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

III. Programs and Policies

There is no coherent Federal "youth policy". Federal programs addressing the needs of youth tend to be fragmented, housed within several different Federal departments and multiple offices within those Departments. Furthermore, most programs are targeted toward the development of strategies to combat specific youth problems, rather than the overall positive development of youth. The majority of Federal dollars devoted to youth are spent on their incarceration.

There is a clear consensus that the categorical approach to youth

policy has proven ineffective. Much more collaboration, coordination and service integration is needed at the Federal, State and local levels of government. Increased attention must also be directed toward the development of strategies to improve coordination between the public and private sectors. The development of youth policy must become the responsibility of all sectors of our society.

Promising Processes and Strategies

Discussions with those involved in youth issues, including representatives from programs, foundations, research institutions and universities, as well as our own experience at the Federal level have indicated that there are a number of processes and strategies that have had some effectiveness in responding to the needs of at-risk youth, and/or deterring violence:

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

and receive affirmation of their importance to society. A number of successful programs have been able to use youth in the development and implementation of programs.

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

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

respect and pride in the positive contributions that youth can make.

The Teens as Resources Against Drugs (TARAD) program was created as a demonstration program by the National Crime Prevention Council, a nonprofit organization designed to enable people to prevent crime and build safe, caring communities. TARAD is funded by the Bureau of Justice Assistance in the U. S. Department of Justice to provide funds and technical assistance to three sites (New York City, Evansville, Indiana and communities in South Carolina) to demonstrate how youth can be used to assist their communities in the fight against drug abuse. TARAD offers the opportunity to select a community drug prevention issue or situation, decide on action to address it, and obtain funds to implement the strategy. More than 3,000 youths developed nearly 100 projects in less than two years. Projects, on average, cost less than \$900 each and included the development of murals with anti-drug messages on corners formerly frequented by dealers, the development of teen helpers in elementary school, and community health fairs.

In the San Francisco Bay area of California, public libraries have involved youth in developing outreach

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

- o Intervening early in the lives of youth and providing sustained and involved contact with them over a long period of time. Programs that reach youth early and follow them into adulthood provide youth with the opportunity remain connected to a stable force in their lives and conveys to them a sense that programs (and staff who work within them) are invested in their growth and development.

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

- o Responding in a way that individualises youth, rather than treating them as a monolithic group. Programs and policies must understand, acknowledge, and respect the diversity among youth, and foster an acceptance for diversity in

youth, their families, the community and greater society. Youth need to feel acceptance from many important sources as they struggle to explore issues about their own identity and to accept themselves. Programs must also acknowledge the many stressors that youth feel (including institutionalized racism and discrimination against youth of color, gay, lesbian and bisexual youth, and runaway and homeless youth).

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

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

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

- o support to families of youth and involvement of family members in programs that respond to youth issues. Programs that have been successful have indicated the great need to involve family members of youth in intervention and the great need for families to feel supported within their communities. Although, mentor programs have proven successful in providing youth with positive adult

involvement, youth and program professionals have indicated that parents and other family members remain the most influential persons in the lives of most youth. Strategies that foster familial support and involvement in youth lives are extremely important.

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

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

- o **Connecting youth services to existing institutions, particularly educational institutions, strengthens their role in the lives of youth, and enhances the abilities of these institutions to provide comprehensive and responsive care and education to youth. Strengthening the learning environment is key to youth development, as educational institutions provide youth with the skills they need to become productive adults and provide them with a forum to explore social and emotional issues in a neutral and non-threatening environment.**

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

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

Operation Weed and Seed is a multi-agency strategy headed by the Department of Justice designed to first "weed out" violent crime, gang activity, drug use, and drug trafficking in targeted high-crime neighborhoods and then to "seed" the target areas by restoring these neighborhoods through social and economic revitalization. The Weed and Seed strategy recognizes the importance of linking and integrating Federal, State, and local law enforcement and criminal justice efforts with Federal, State, and local social services and private sector and community efforts to maximize the impact of existing programs and resources. It also recognizes the paramount importance of community involvement and empowerment. Twenty sites in 15 states and the District of Columbia are currently operating Weed and Seed projects. The United States Attorneys coordinate the Federal involvement and funding with assistance from the Office of Justice Programs and support from the Departments of Health and Human Services, Housing and Urban Development, Labor, Education, Transportation, Agriculture, and Commerce and the Small Business Administration.

- o Community and systemwide collaboration for the development of policy, strategies and the integration of services to respond comprehensively to youth needs is crucial to preventing many youth problems, including violence. Responding in a categorical, piecemeal way to youth problems has proven unsuccessful in curbing violence and/or meeting the real life needs of youth.

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

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

the arts, job readiness and employment training as well as family support and family preservation services for families in crisis.

IV. Suggested Remedies

Factors influencing youth behavior are powerful, often long-term, and pervasive. To be most effective, interventions should have similar characteristics. Efforts to change the environment should be concentrated and focused in intensity and geography to achieve sufficient size to change daily experiences, decisions and behaviors. Resources should not be dissipated, and the goal of interventions should be to address emotional, recreational, academic, mental and physical health, and vocational needs so that the residents of the targeted neighborhood or community are aware of both services and change.

To develop into productive, contributing members of society, young people need to be viewed as valued members of society. Consequently, Federal, state, and local governments, as well as youth serving organizations, businesses, and foundations will have to make some fundamental shifts in viewing and addressing children.

Short-Term Remedies:

- o Key leaders at the Federal, state, and local levels should regularly visit and talk to youth in schools, clubs, youth serving organizations, and detention facilities.
- o The Federal government should establish an interagency mechanism to coordinate the delivery of youth services and programs, to promote the development and implementation of programs that address the multiple needs of youth in a comprehensive fashion and to begin planning for a national youth development strategy. The Ounce of Prevention Council described in the Senate version of the Crime Bill is the logical choice.
- o Personnel policies of Federal, state, local governments and private organizations should be reviewed and modified to promote adult involvement in youth activities. Policies should permit employees to volunteer several hours per week in youth serving organizations and activities as well as schools. They should also be able to visit and participate in activities sponsored by schools and day care facilities.
- o The Federal government should establish a system to collect and share information on youth programs, policies, and practices. A wealth of information is available on

community programs across the country. Unfortunately, much of this information is not shared with other communities.

Long-Term Remedies:

- o The Federal government should work with state and local government and the private sector to develop a national youth policy which should set the frame work for all youth programming. This policy should be based on the principles described in the first section of this report.
- o The Federal government should work closely with Congress to change the balance of funds for youth programming from emphasis on enforcement and control to prevention and responsibility. In addition to shifting more resources to programs stressing positive youth development, resources should be targeted to areas most in need.
- o Methods for collecting and analyzing research and data related to youth should be altered. Currently, a variety of data sets and research explores individual problems of youth. For example, data on drug problems, suicide, STDs, runaways, delinquents, etc. exists; however, data that examines the broader problems of youth, families, or communities is lacking. Youth and families have multiple risk factors and data related to these problems should be

pulled together.

V. Research Agenda

As youth are increasingly denied the support and resources needed for healthy development, any reorientation in approach must consider the importance of the context in which youth live. The first principle of a youth development research agenda should be to move away from the "deficit model" that focuses on discrete problem behaviors, such as teen pregnancy, to a more comprehensive approach that describes experiences of youth in high risk situations who engage in negative behaviors. Research must describe youth in the context of peer group, family, neighborhood and community rather than individual behavior alone.

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

- o stress the interactive effects of multiple settings;
- o require attention to the interaction of risk factors and protective factors;
- o support long-term, longitudinal studies, which examine processes of individual development and change, as well as those underlying change in communities and institutions; and

- o begin to develop data based on these integrated factors rather than in terms of the categorical funding streams by which most current programs are supported.

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

Such a model for inquiry would move beyond measuring individual actions and circumstances to include assessment of the interaction between the individual and community attributes. Attention must be paid to the relationship between these attributes and the individual. Examples of what we need to know include:

- o leisure time activities;
- o numbers of youth neither in school nor working;
- o developmental needs served by gang participation;

- o cultural and ethnic characteristics as well as intergenerational influences on gang participation; ,
- o cultural influences on the development of aggressive behavior,
- o patterns of drug use and violent delinquency among youth to determine whether they are part of a single syndrome or whether there are developmental stages; and
- o correlation between family variables and delinquency (e.g., parental supervision and/or involvement) to determine whether they are concurrent or predictive.

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

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

SUBGROUP ON SCHOOLS

December 10, 1993

INTERDEPARTMENTAL WORKING GROUP ON VIOLENCE

SUBGROUP ON SCHOOLS

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EXECUTIVE SUMMARY

INTERDEPARTMENTAL WORKING GROUP ON VIOLENCE

SUBGROUP ON SCHOOLS

I. SIZE AND SCOPE OF THE PROBLEM

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

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

Assessing the Problem

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

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

- Nearly 8 percent of all students in grades 9-12 reported that in a 30-day period they had been in at least one physical fight that resulted in an injury requiring treatment by a doctor or nurse.
- Although national records are not kept, data collected from the National School Safety Center and the Center on Handgun Control indicate that approximately 33 persons (students, teachers, faculty, and others) were killed in schools, on their way to school, or on school property during the 1991-93 school year. In the first three months of the 1993-94 school year, there were six homicides.

II. What is Working to Prevent Violence?

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

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

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

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

III. RECOMMENDATIONS

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

- o **Require schools to plan for incidents that may occur in school or that may happen to their students.**

Unfortunately, many schools wait until someone brings a weapon to school, confronts a teacher, or has a serious violent incident to begin planning a response. Schools should be required to develop safe school plans that address a variety of issues including staff training. The proposed Safe and Drug Free Schools and Community Act would require schools to collect information and develop plans, and support should be provided for this bill.

- o **Devise a mechanism at the Federal level to support programs that open schools before the school day begins and keep them open after the normal school day, and provide a variety of services to students and their families.**

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

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

Many schools are providing conflict resolution programs, and while there is not much long term evaluation data available regarding the effectiveness of such programs, preliminary evaluation data as well as information from students, parents, teachers, and administrators indicates that these programs are successful in reducing conflict and violence. We must devise a way to move these programs into schools as quickly as possible so that all students, starting when they enter school, are taught how to handle conflict. Also, as we know that trying to correct behavior by using physical means such as corporal punishment often sends the message that using physical force is "alright."

We recommend that all schools and Head Start Centers ban corporal punishment.

- o **Provide students with adult role models.**

Too many students are growing up without appropriate adult role models or adult supervision. Many of these youth end up involved in alcohol and drug use and delinquent behavior. For many of these students all that is needed to ensure that they do not get involved in these behaviors is an adult to provide support and guidance. Mentoring programs do work. Information regarding mentoring programs should be developed and widely disseminated and Federal agencies and national groups should be brought together to ascertain how they can become more involved in this effort.

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

There are many innovative programs operating in every part of the country that appear to be having success in reducing violent behavior. Unfortunately, information regarding these programs is not widely shared. Federal agencies need become more "customer" oriented and seek readily available, efficient methods to make information available to those who need it. For example, on-line computerized databases that operate 24 hours a day should be established rather than relying on the standard practice of storing information in one Clearinghouse. In addition, Federal agencies should consider bringing together advanced technology and basic service provision in a manner such as that of the NYC YOUTHLINE, a toll-free, 24 hour telephone service staffed by young people.

- o **Develop a system to improve data collection on school crime.**

Current surveys and data collection efforts are not comprehensive and do not provide an accurate picture of violence in our schools. We recommend that a national survey of school safety, similar to the one conducted in 1976, be conducted and that the Federal government review options for collecting school based incident data.

- o **Identify and provide schools with options to increased security and metal detectors.**

Security and metal detectors are costly and have not proven effective. New York City alone spends nearly \$73 million on security officers (if their security force was considered a police department, it would be the ninth largest in the country)-and have not proven effective. School districts across the country are frustrated, however, and, lacking any other option,

spend millions of dollars to install metal detectors and hire more security officers. Too often these dollars come from resources that otherwise would be spent on education. A better balance needs to be achieved. Agencies conducting research on school security should immediately join with agencies conducting programs and develop alternatives to these costly mechanisms. Efforts to improve school climate, provide students with skills to resolve conflict peacefully, and involve students and parents in program and policy development should be stressed.

- o **Improve linkages with all community groups and organizations, including law enforcement officials.**

It has been stated repeatedly that schools cannot successfully prevent violence from occurring without the support of the community. Linkages have to be formed with community groups and organizations including law enforcement, health officials, drug and alcohol counselors, victim witness programs, and employment services. Each Federal agency should be required to view current regulations and guidelines to assess how these linkages can be better forged. Legislation proposed by the Department of Education requires State and local educational agencies to work with other groups involved in alcohol, drug, and violence prevention. These requirements should be supplemented with similar requirements from other agencies.

- o **Involve students and their families in program and policy development and design.**

It is essential that students are viewed as part of the solution, not part of the problem. They need to be involved in planning and implementation of programs and policies. The Federal government can assist in this effort by requiring that students and parents be represented on all advisory groups established in the area of drug, alcohol, and violence prevention.

I. SIZE AND SCOPE OF THE PROBLEM

Background

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

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

What is new is the extent to which violent behavior has moved from the streets to the classrooms and school yards. Students, teachers, administrators, and other staff increasingly are victims of threats, intimidation, robbery, assault, rape, and even homicide. A significant number of students are carrying weapons, particularly handguns, to school and many of them display a disturbing willingness to use these weapons at the slightest provocation (see Figure 1). The expanding scope of youth violence has created in many schools an atmosphere of anxiety and mistrust coupled with an intensifying focus on self-protection.

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

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

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

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

It includes assault, sexual assault, robbery, weapon carrying, physical fights, threats and intimidation, hate crimes, and intentional injury and death.

Problem Assessment

Assessment of the scope of school crime is difficult because of poor record keeping and reporting, definitional differences, and the lack of a central data collection and analysis system. The only national longitudinal survey that collects data on school crime (Monitoring the Future) indicates that school crime is at a relatively stable level. State level surveys, however, indicate substantial increases in certain categories of school crime, particularly weapons carrying. In addition, 39 percent of school administrators reported an increase in violence within their district in the last five years (Xavier University study conducted for the National School Boards Association, 1992).

Students, also, report increasing concerns about safety (see Figure 2). A recent survey of 65,000 teens found that 37 percent of respondents don't feel safe in school and 50 percent know someone who switched schools because of safety concerns. Large numbers of other students avoid areas of their schools such as restrooms, hallways, and school grounds because they perceive these areas to be unsafe. (USA Today Weekend, August 13-15, 1993).

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

Millions of students are injured and sexually assaulted each year.

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

Violent incidents occur in rural as well as urban schools.

- A study of 1,000 eighth- and tenth-graders from 23 small Central Texas communities found that 34.1 percent of respondents said they had been threatened with bodily harm; 14.1 percent said they had been physically attacked, and 6.8 percent said someone had tried to force them to have sex at

school or on a school bus (Texas A&M University, Rural Communities Near large Metropolitan Areas; Safe Havens from Adolescent Violence? 1991)

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

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

Injuries requiring medical attention frequently result from fights.

- Nearly 8 percent of all students in grades 9-12 reported that in a 30-day period they had been in at lease one physical fight that resulted in an injury requiring treatment by a doctor or nurse. (Centers for Disease Control and Prevention, Youth Risk Behavior Surveillance System, 1991-92)
- More than one-third of all students report that other students at their school belong to fighting gangs. (National Center for Education Statistics and Westat, Inc., 1993).

Teachers are often the victims of physical and verbal assault.

- Nearly one out of five public school teachers reported being verbally abused by students in a four-week period; 8 percent reported being physically attacked in the last year (National Center for Educational Statistics, 1991).

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

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

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

year we have seen:

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

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

Strategies to prevent violence

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

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

Strategies to prevent school violence need to focus on several dimensions simultaneously: first, classrooms and school grounds must be safe places where learning can occur unhampered by concerns about personal safety; second, students must be provided with skills and knowledge necessary to manage their behavior and resolve conflicts in a nonviolent manner; third, schools must work with communities to help address the environment in which

students live; fourth, positive school environments that encourage youth achievement must be created, and, data collection must be improved and information sharing enhanced.

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

- determine the nature and extent of the problem before designing interventions;
- draw on comprehensive, community-wide approaches that involve the school, youths, parents, businesses, and other organizations;
- are appropriate for the racial and cultural composition of the student body and consistent with community norms;
- couple strong policies with consistent enforcement;
- focus on multiple risk factors in the environment;
- start early (kindergarten) and continue through grade 12;
- ensure appropriate staff training;
- involve parents and students in the design and implementation of prevention policies and programs, and
- provide for regular assessment of progress as a means to refine and modify programs as needed.

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

Schools are uniquely situated to be an important part of the solution to youth violence. Children spend much of their time in school. Furthermore, schools, along with families and religious institutions, are major influences in transmitting ideals and standards of right and wrong. Thus, although the problems of youth violence extend far beyond the school, it is critical that schools take an active role in the development and implementation of strategies to curb violent behavior.

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

Schools such as IS 218 in New York City's Washington Heights, for

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

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

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

II. Current policies and Programs

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

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

At least four Federal departments or agencies -- the Department of Education, the Department of Health and Human Services, the Department of Justice and ACTION -- support programs or research and evaluation that is linked to preventing violent behaviors. Some of these programs focus on efforts that attempt to directly change violent behavior, e.g. conflict resolution skill building or enhanced security efforts like metal detectors or increased supervision; many focus on issues that are likely causes of

violent behavior including child abuse, and drop-out prevention. Departments and agencies involved in violence prevention activities occasionally work cooperatively, but there is no formal mechanism in place to ensure coordination in this area.

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

Communities and their schools are most immediately affected by the outbreak of youth violence and are responding in many ways including development of policies, instructional/skill building efforts, and alternative youth activities. Foundations and the private sector have not been heavily involved in violence prevention activities, but interest in the topic by those sectors is also growing. Some foundations that are addressing violence prevention include the Robert Wood Johnson Foundation ("Fighting Back" community empowerment programs emphasizes prevention of youth violence), and the W.T. Grant Foundation (supporting a school violence prevention initiative that includes evaluation of conflict resolution strategies). The Education Development Center has developed a list of 56 school-based violence prevention programs.

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

Laws and Policies

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

Another approach being employed requires that schools be notified of violent incidents attempted by their students. Both California and Virginia have enacted notification provisions.

These notification provisions require coordination between school and judicial officials and provide necessary information to principals, teachers, and other school personnel charged with providing safe school environments. California also allows for limited exceptions to its provisions requiring confidentiality of juvenile criminal records in cases involving serious acts of violence. Limited information from those records is made available to school officials so that they provide appropriate services to the juvenile offender and guard the safety of vulnerable staff and students.

Some States have also begun to require mandatory reporting of violent offenses. Tennessee requires teachers to report violations to their principal; reports must also be made to law enforcement officials. Connecticut also requires reports to law enforcement officials. Both South Carolina and California require that schools compile and report to their State Departments of Education a variety of data related to violent offenses committed in schools. While Hawaii's legislature has not enacted provisions requiring mandatory report, the State department of education has implemented policies that have the effect of requiring schools to report school safety data. The Family Education Rights and Privacy Act (FERPA), a Federal statute that governs confidentiality of educational records, may make it difficult for educators to share records with law enforcement officials.

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

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

Interventions Designed to Prevent School Violence

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

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

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

- o Cost: Hand-held units sell for about \$200; more elaborate stationary units cost as much as \$20,000. The necessary capital investment for a large school district is significant.
- o Training/Staffing: Effective use of metal detectors requires properly trained personnel. Teachers are not trained to fill this role and some find it in conflict with their other duties. If non-instructional staff are to be used, they must often be hired and trained. New York estimates that it will include an additional \$28 million in costs to expand the number of schools using metal detectors from 15 to 21.
- o Logistics: Requiring that a large number of students pass through a limited number of access points in a limited period of time for schools with large enrollments present logistical problems. For example, at New York's Jefferson High School (enrollment 1,800), it took 40 school police officers about two and one-half hours to scan students with hand-held metal detection devices.
- o Effectiveness: Significant questions exist about the effectiveness of currently available metal detectors. The devices cannot identify every potential weapon that students attempt to bring on school property; the design of many school buildings makes it difficult to ensure that weapons do not enter buildings through windows or doors that are not armed with detection equipment. However, a recent Centers for Disease Control (CDC) study found that students from schools with metal detectors were less likely to carry a weapon to school than students from schools without metal detectors. The metal detectors appeared to have no effect on weapon-carrying behavior outside of school or on the prevalence of threats or physical fights, regardless of location.

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

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

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

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

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

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

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

Other Interventions

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

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

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

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

Mentoring strategies have produced positive results in changing behavior in several programs around the country. These programs, sponsored by schools, universities, businesses and community based organizations link students with adults (or older students) that function as role models and a source of support for the students involved.

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

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

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

Duplications and Disconnects in Policies and Programs

Pending Legislation

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

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

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

The Crime Bill, pending in the Congress, also contains authority for a Safe Schools Act. These provisions authorize the Department of Justice to make a grants to local school districts for a variety of activities and programs related to violence prevention. Some reconciliation of the provisions of these proposals is needed; the goal should be a coordinated effort that limits burden, i.e. duplicate application procedures, on school personnel and authorizes comprehensive strategies for violence prevention.

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

Coordination

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

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

III. Recommendations

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

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

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

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

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

o Develop school safety plan governing violent incidents.

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

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

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

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

- o Establish effective linkages with local law enforcement.

Federal funds allocated to schools or law enforcement for violence prevention activities should require the development of formal links between these two groups. Areas for collaboration between school and law enforcement officials include development of a common understanding of disciplinary and criminal violations, procedures for reporting criminal violations to law enforcement officials, and guidelines for appropriate police intervention in school incidents.

- o Diversify school safety strategies.

Federal policy should place limitations on the amount of Federal resources that can be used to purchase or support physical measures, such as metal detectors or security personnel to prevent violence, and should require schools to use these

mechanisms in conjunction with other enforcement and prevention efforts.

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

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

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

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

Federal funds should be used to evaluate exchange or buy-back programs designed to get guns out of schools. Approaches that are being tried include a tip line to receive anonymous reports of student weapons carrying to school and an exchange program

that gives sporting and concert events tickets for guns. Other efforts should also be explored.

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

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

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

Federal policy should support school-based efforts to combat violence by educating students and providing them with the skills necessary to resolve conflicts peaceably. Federal funds should be used only for violence prevention efforts that have been demonstrated to reduce violent behavior. The federal agencies responsible for providing funds to schools--Education, Justice, ACTION--should work collaboratively to provide guidance on programs that work and those that do not.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

The federal agencies should collaboratively identify current initiatives that emphasize schools as a service center and

disseminate information about the most promising models.

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

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

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

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

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

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

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

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

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

- o Provide students with adult role models.

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

- o Eliminate corporal punishment.

The federal government should consider requiring school districts to abolish corporal punishment as a condition of receiving any federal funds. Twenty four states currently permit corporal punishment in schools. Teachers and other adults should not model inappropriate behavior such as hitting or other physical abuse.

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

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

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

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

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

Communities have a responsibility to provide an appropriate education for all youths in disciplined, secure atmosphere. The Department of Education should work with the Department of Justice to encourage the provision of appropriate educational environments for youths who have become involved with the juvenile justice system or others whose disciplinary infractions have caused them to be removed from school.

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

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

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

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

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

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

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

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

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

The federal government should also enhance its efforts to collect and disseminate information about programs and strategies that are being employed to prevent violence. This action would help

schools and communities take advantage of existing models to facilitate early development of their own programs.

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

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

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

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

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

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

IV. DEVELOPING A RESEARCH AND DATA COLLECTION AGENDA

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

A. Research

1. Nature and consequences of violence
 - How common are different forms of violence in schools as reported by students and by school officials?
 - How much fear does violence provoke and what actions do students and staff take to cope with their fears?
 - In what ways and to what extent do violence and threats of violence affect learning?
2. School organization and school-community relations

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

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

B. Data

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

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

APPENDICES

The attached appendices are available upon request.

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



DEPARTMENT OF HEALTH & HUMAN SERVICES

Office of the Secretary

Washington, D.C. 20201

MEMORANDUM

TO: Bruce Reed
Deputy Assistant to the President for Domestic Policy

FROM: Angela Duran *AD*
Assistant to the Counselor to the Secretary

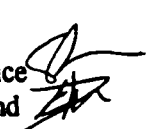
DATE: December 14, 1993

RE: Interdepartmental Working Group On Violence Reports

As you discussed with Peter Edelman, I am sending you the final reports submitted by each of the subgroups within the Interdepartmental Working Group on Violence. You will find the following reports: Firearms, Media, Youth Development, Schools, Juvenile Justice, Family, Sexual Assault, Place, and Intercommunal.

PLEASE PUT
IN BINDER
W/TABS + *4*
RETURN TO *3*

TO: Interdepartmental Working Group on Violence:
Peter Edelman, Counselor to the Secretary of Health and Human Services
Philip Hyman, Deputy Attorney General, Department of Justice
Madeline Kunin, Deputy Secretary, Department of Education

FROM: Intercommunal Working Group on Violence:
Susan Liss, Senior Council, Office of Policy Development, Department of Justice
Ed Moses, Director of Office of Resident Initiatives, Department of Housing and Urban Development 

SUBJECT: Intercommunal Violence Paper

DATE: December 10, 1993

On behalf of the entire working group on intercommunal violence, we are pleased to submit our paper, Intercommunal Violence In a Country of Communities. Our coordinated interdepartmental effort enabled us to submit a comprehensive paper that include a series of recommendations which we believe will assist in the prevention of violence in our country.

The Intercommunal Violence Working Group (IVWG) has defined violence as the physical harm that is inflicted intentionally or recklessly by people on other people. Intercommunal violence is defined as the violence that occurs between or among groups or communities. Our efforts focused on gang violence, hate crimes, interethnic violence, and sexual harassment.

On November 8 and 9, 1993, the IVWG conducted a two day symposium on intercommunal violence. This conference assembled together the players and expertise in the intercommunal violence field from around the country. The objective of this exploratory conference was to allow the subgroups to dialogue with the professionals and specialists in the four subgroups. Subgroups were able to learn of previous research in the field, learn about a variety of implemented programs, and start identifying and developing potential policy.

The IVWG decided to give special attention to the area of sexual harassment. It was jointly determined to keep the Sexual Harassment paper separate from the main report due to the complexity of issues involving this form of violence.

Enclosed you will find all items specified in the "Instructions to Authors" memo. Additionally, the appendages include the Sexual Harassment paper, executive summary, a listing of the working group members, and an appendix which includes a listing of intercommunal violence programs.

We would also like to recognize the outstanding performance of the working group members and their dedication and commitment to completing this important assignment by devoting many long hours to the project.

If you have any questions, please contact Susan Liss at 514-4016 or Ed Moses at 619-8201.

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Appendix II: A Listing of Federal Programs

**Appendix III: A Listing of the Intercommunal Violence Working
Group Members**

EXECUTIVE SUMMARY

INTERCOMMUNAL VIOLENCE IN A COUNTRY OF COMMUNITIES
Executive Summary
December 10, 1993

Description of the Problem

Addressing the problem of intercommunal violence offers this Administration the opportunity to craft a positive agenda for the future, as well as the opportunity to deal effectively with some of our nation's most pressing problems. Reducing intercommunal violence will require a rededication to core principles of our nation, and a recognition that the American experience of each generation requires a blending of different cultures into a new mosaic that becomes a new America.

The problem of intercommunal violence takes several forms. Intercommunal violence includes intergang conflict, hate crimes and interethnic conflict. Intergang conflict is where one gang enters into violent conflict with another gang. Hate crimes are those that are directed at a defined group based upon the characteristics of the group (often based on the group's race or religion). Interethnic violence is the violence that occurs between different racial/ethnic groups in the same locale. Interethnic violence can be the result of ignorance and fear of "the other," and/or real or perceived competition for limited resources such as housing or jobs.

With respect to gang violence, law enforcement officials, practitioners in the field and the academic community do not agree on a definition of what constitutes a gang. The lack of a useful definition is a significant impediment to measuring the problem of gangs. It also makes it difficult to study the problem and to prioritize and allocate resources. The difficulty in defining gangs is understandable given the wide variety of organized groups that have been labeled "gangs." A loosely associated group of youths (commonly called "taggers" in Los Angeles) that paint graffiti may be considered a "gang" by some or a "pre-gang" by others. This relatively benign behavior sharply contrasts with gangs that have a leadership with clear lines of authority and have members that commit serious crimes (assault, murder, drug distribution). There is general agreement that such organizations are "gangs"; however, most of the organizations commonly labeled as "gangs" fall somewhere on a continuum between the "taggers" and those organizations that clearly are "gangs." The difficulty of measuring the gang problem is compounded by distortions caused by communities either exaggerating the problem to obtain resources or minimizing in order to avoid stigma. Sensational media coverage of gangs and gang violence can also lead to exaggeration.

With respect to hate crimes and interethnic violence, experts believe that crimes of hate and interethnic violence are vastly underreported. No standard procedures exist, across

states or even within states, for gathering and reporting hate crime data. Underreporting is particularly a problem for crimes involving Native Americans, people in rural areas, women, and those perceived to be gay or lesbian. In addition it is particularly difficult to get reliable statistics for crimes involving victims that experience language difficulties with the criminal justice system. Immigrants particularly illegal aliens and others who perceive the criminal justice system to be a threat, or a part of the hate violence problem, will also be reluctant to report hate crimes.

Despite the impediments, a variety of well respected experts and institutions have gathered statistics on the size and scope of the current problem of hate violence that indicates that hate crimes and interethnic conflict are serious problems. According to a 1992 Statistical Review by Brian Levin, of the Stanford Law School and The Center for the Study of Ethnic And Racial Violence, a bias crime occurs in America every 14 minutes. Research by Dr. Jack McDevitt, professor at the Center for Applied Social Research, Northeastern University, shows that hate violence is occurring across the country at a level comparable to the rate of murder or rape. The Klanwatch Project of the Southern Poverty Law Center called 1992 the "deadliest and most violent year" since it began monitoring bias related crimes in 1979.

The Federal Bureau of Investigation's (FBI) Uniform Crime Report for 1992 documents 5,693 hate crime incidents during the report year. The source of this data comes from reports submitted by 4,573 of the approximately 16,000 law enforcement agencies that participate in the Uniform Crime Report. This number is expected to increase over the next few years due to the FBI's positive efforts to encourage voluntary compliance with reporting requirements under the Hate Crimes Statistics Act. Crime reports also show that bias crime is excessively brutal. Records from the Boston police department show that half of all bias crimes were assaults and 30% of bias crime assault victims needed hospital treatment compared to 7% of non-bias crime assault victims.

The National Institute Against Prejudice and Violence (NIAPV) conservatively estimates that 10% of the adult population are victims of an ethnoviolence (defined by the Institute as violence motivated by prejudice) assault during a 12-month period. The National Urban League indicates that in certain communities the estimate could be as high as 25% to 30%.

The National Gay and Lesbian Task Force Policy Institute documented 1,822 crimes against gays and lesbians in five major cities (New York, Boston, Chicago, Minneapolis-St. Paul, and San Francisco) in 1991. During the two year period of 1991-92, the Japanese American Citizens League collected information on more than 125 reports of Anti-Asian hate crime incidents around the country. Hate crime statistics for the city of Philadelphia for

1988 showed that 20% of the city's hate crimes were aimed at Asians, who made up only 4% of that city's population.

In Fiscal Year 1993, the Community Relations Service (CRS) of the Department of Justice (DOJ), recorded over 1,600 instances of racial conflict for assessment and possible follow-up action. These reports came from large urban areas, suburbs, and rural jurisdictions.

The growing complexity and pervasiveness of intercommunal conflicts are exemplified by events which occurred in Los Angeles during the past two years. Long standing intercommunal tensions erupted into violence triggered by the nearly all-white jury's acquittal of white police officers accused of beating African-American motorist Rodney King. The riots that ensued reflected the complex web of tensions between ethnic groups in Los Angeles.

It should be kept in mind when considering the impact of these statistics that hate violence can have an effect more devastating than other types of violent crimes because of the special emotional and psychological damage it tends to create for the victim and the surrounding community. This type of violence also has a tendency to lead to reprisals by others in the community thereby escalating violence and racial, ethnic, religious and other inter-group tensions.

Local Programs

Gang prevention and intervention programs have several focuses: high-risk youth programs with a gang component; organizing a community response; school-based strategies; and family interventions. One promising example is the Miami based, Project Positive, a high-risk youth program supported by the Mayor's Office, works with gang members ages 12-22. The program tries to reduce gang membership, violence, and drug use by addressing gang members' needs for services. The program is lead by former gang leaders; program participants must show a commitment to adhering to the program's rules and regulations to remain in the program. A mixture of services support the Positive Program, including mentoring, group counseling, parent counseling, sports activities, graffiti removal, entrepreneurship, and a 24-hour hotline. The program has also joined with local community organizations and businesses to provide education and job training activities for the youth.

Interethnic and hate crime prevention and intervention programs have several strategies: organizing a community response; education strategies; and mediation and conflict resolution. The Montgomery County Human Relations Commission (MCHRC) in Maryland combines all three strategies. It conducts a wide range of activities which assist the community in combatting hate violence and interethnic strife. Examples of such programs are a Memoranda of Understanding between Office of Human Relations Commission, all police departments in the County, and

the Montgomery County Public School System to provide interagency reporting of hate/violence activity. Reporting data include race, religion, ethnicity, sexual orientation, and disability. The Network of Neighbors (476 members) and Network of Teens (360 members) are programs that recruit and train community members to provide peer support and information about other community resources to the victims of hate/violence incidents.

Recommendations

Federal Policy

One highly visible way for the President to lead on the issue of violence would be to convene a Summit on Violence Prevention, in a format similar to the Economic Summit held in Little Rock last December. A Violence Prevention Summit would demonstrate a personal commitment by the President to address violence. Experts from across the nation could present ideas to the President and Cabinet on violence prevention. The intercommunal violence portion of the Summit could highlight successful state and local prevention programs designed to address hate, gang, and ethnoviolence. The President could use the summit to initiate a comprehensive strategy for combatting violence. The summit would be a clear, public demonstration by the Administration of its commitment to addressing this key domestic problem.

Another method for communicating this message would be a series of targeted, local conferences to address violence in areas where the problems are particularly acute. These sessions should bring together federal, state and local government, as well as community and grass-roots leaders, to address the violence problems in individual communities.

At a minimum, the President should appoint a Cabinet level task force on violence to coordinate the federal effort to reduce violence (including hate crimes, interethnic tensions and gang violence). The Violence Prevention Task Force would coordinate appropriate prevention strategies for violence, by working with federal, state, local and community representatives. In addition, the Violence Prevention Task Force should sponsor annual conferences on violence prevention that would facilitate an exchange of information between government officials, academics and practitioners in the field. Conference participants would be given the opportunity not only to share information but also give policy makers feedback on what does and does not work.

Other: Intergovernmental Coordination

The Violence Prevention Task Force recommended above should coordinate all federal efforts to address the problems of gang violence, hate crime, and interethnic tension. This Task Force, along with the National Performance Review Team, should examine

how best to give communities incentives to consolidate as many different forms of assistance at a single site. For example, public assistance, housing assistance, economic development assistance, and drug prevention assistance should all be available at one easily accessible location.

Research

- Improving and expanding statistics as outlined above in the Remedies section.
- Develop evaluation tools and conduct evaluations for existing prevention and intervention programs.

Gang Violence Related Research:

- Gang migration
- Female gangs.
- The role of normal adolescent development in gang recruitment and retention.
- Prison design to search for the ideal method of separating prisoners to discourage gang formation and intergang violence.
- The effects of exposure to extreme violence [including post-traumatic stress disorder (PTSD)] on children and its relationship to gang membership and activity.

Hate Violence Related Research:

- Adding hate violence to the National Crime Survey.
- Conduct a national victimization study on hate violence.
- Articulating the issues, agreeing to the process, and setting goals. Involve those who are affected by hate crimes. Conduct a needs assessment. Share information with all. Use facilitator sensitive to all parties involved. Allocate resources to support these efforts.
- Develop evaluation tools and conduct evaluations for existing programs.

Interethnic Violence Related Research:

- Examine current literature on violence among ethnic groups. In addition to the nature of the acts or events themselves, look at the role of group leaders, outside interventions, and the media in the process of escalation and dissipation.
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In conducting research it is important to acknowledge that studying violence is very difficult and not amenable to simplistic methodologies. A new generation of research, perhaps combining quantitative and qualitative methodologies is needed.

Conclusion:

The Federal government, with the President at its fore, must

voice clearly that intercommunal violence is not acceptable, and must develop a coordinated policy which addresses the issue in a comprehensive manner. It is essential that local communities develop strategies that address their particular needs and that the federal government join in a partnership to facilitate that process.

The problem did not develop overnight, and it will not be resolved in a quick manner. The necessary ingredients of a solution include rebuilding the social infrastructures in our communities, increasing economic opportunities, and revising educational curricula to include more information on different cultural groups and more skills in peaceful conflict resolution techniques.

Final Report: Intercommunal Violence

INTERCOMMUNAL VIOLENCE IN A COUNTRY OF COMMUNITIES
Final Report
December 10, 1993

Addressing the problem of intercommunal violence offers this Administration the opportunity to craft a positive agenda for the future, as well as the opportunity to deal effectively with some of our nation's most pressing problems. Reducing intercommunal violence will require a rededication to core principles of our nation, and a recognition that the American experience of each generation requires a blending of different cultures into a new mosaic that becomes a new America.

The United States is a country of diverse communities. These communities make the United States a unique and complex nation. A single community can cover many square miles in a rural setting or be as small as a single city block. Each community differs in some way from those surrounding it. There are differences in race, ethnicity, language, economics and culture. While this diversity offers many opportunities, it also presents a number of challenges and problems.

The problem of intercommunal violence takes several forms. Intercommunal violence includes intergang conflict, hate crimes and interethnic conflict. Intergang conflict is where one gang enters into violent conflict with another gang. Hate crimes are those that are directed at a defined group based upon the characteristics of the group (often based on the group's race or religion). Interethnic violence is the violence that occurs between different racial/ethnic groups in the same locale. Interethnic violence can be the result of ignorance and fear of

"the other," and/or real or perceived competition for limited resources such as housing or jobs.

Intercommunal violence is a problem with a long history that has grown significantly in recent years. Each form of intercommunal violence has its own significant story. The problem of gangs goes back to at least the 19th century. Today, in many communities, nationwide, gang activity is a significant cause of interpersonal violence, especially for youth. While hate violence and interethnic violence has always been an issue in this country, it seems to have resurfaced as a major problem of social significance in the 1980s. Research shows a significant rise in all kinds violence in the last decade.

1. Size and Scope of the Current Problem

Intercommunal violence in its different forms constitutes a significant source of violence in the United States. Although everyone agrees that there is a serious and growing problem with respect to intercommunal violence, the true scope of the problem is impossible to measure with any accuracy. Comprehensive statistics do not exist for a number of reasons.

With respect to gang violence, law enforcement officials, practitioners in the field and the academic community do not agree on a definition of what constitutes a gang. The lack of a useful definition is a significant impediment to measuring the problem of gangs. It also makes it difficult to study the problem and to prioritize and allocate resources. The difficulty

in defining gangs is understandable given the wide variety of organized groups that have been labeled "gangs." A loosely associated group of youths (commonly called "taggers" in Los Angeles) that paint graffiti may be considered a "gang" by some or a "pre-gang" by others. This relatively benign behavior sharply contrasts with gangs that have a leadership with clear lines of authority and have members who commit serious crimes (assault, murder, drug distribution). There is general agreement that such organizations are "gangs"; however, most of the organizations commonly labeled as "gangs" fall somewhere on a continuum between the "taggers" and those organizations that clearly are "gangs." The difficulty of measuring the gang problem is compounded by distortions caused by communities either exaggerating the problem to obtain resources or minimizing in order to avoid stigma. Sensational media coverage of gangs and gang violence can also lead to exaggeration.

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hospital treatment compared to 7% of non-bias crime assault victims.

The National Institute Against Prejudice and Violence (NIAPV) conservatively estimates that 10% of the adult population are victims of an ethnoviolence (defined by the Institute as violence motivated by prejudice) assault during a 12-month period. The National Urban League indicates that in certain communities the estimate could be as high as 25% to 30%.

The National Gay and Lesbian Task Force Policy Institute documented 1,822 crimes against gays and lesbians in five major cities (New York, Boston, Chicago, Minneapolis-St. Paul and San Francisco) in 1991. During the two year period of 1991-92, the Japanese American Citizens League collected information on more than 125 reports of Anti-Asian hate crime incidents around the country. Hate crime statistics for the city of Philadelphia for 1988 showed that 20% of the city's hate crimes were aimed at Asians, who made up only 4% of that city's population.

In Fiscal Year 1993, the Community Relations Service (CRS) of the Department of Justice (DOJ), recorded over 1,600 instances of racial conflict for assessment and possible follow-up action. These reports came from large urban areas, suburbs and rural jurisdictions.

The growing complexity and pervasiveness of intercommunal conflicts are exemplified by events which occurred in Los Angeles during the past two years. Long standing intercommunal tensions erupted into violence triggered by the nearly all-white jury's acquittal of white police officers accused of beating African-

American motorist Rodney King. The riots that ensued reflected the complex web of tensions between ethnic groups in Los Angeles.

It should be kept in mind when considering the impact of these statistics that hate violence can have an effect more devastating than other types of violent crimes because of the special emotional and psychological damage it tends to create for the victim and the surrounding community. This type of violence also has a tendency to lead to reprisals by others in the community, thereby escalating violence and racial, ethnic, religious and other inter-group tensions.

Causes

There are many causes of intercommunal violence including racism, demographic shifts, a general increase in violence, an unstable economy and media coverage. The litany of ills that afflict troubled communities all lead to a general sense of hopelessness and powerlessness that can and does turn into a conviction that there is nothing to lose. The absence of adequate resources and support for social institutions (schools, churches and local civic/nonprofit organizations) further reinforces the cycle of despair.

Intergang violence is inextricably linked to the existence of gangs themselves. As long as violent gangs are near each other, there will be conflict. Root causes of gang formation and gang violence lie deep within troubled communities. Troubled communities are characterized by many maladies that reinforce

each other. The result is a cycle that is difficult for the positive forces in the community to combat without outside assistance. Typically there is a lack of opportunity for educational advancement, a severe lack of economic opportunity, a high rate of poverty, a high rate of teenage pregnancy, many single parent families, a breakdown in a sense of values, a high rate of crime, a fear of being victimized and a mistrust of institutions such as the police and government. Such communities tend to be hemmed in by racism that can limit economic opportunity.

The vast majority of gangs are linked to a specific geography. Defending this territory (turf) is a motivation for a significant portion of the intergang violence in inner cities. Gangs define and defend their territory and attempt to encroach on the territory of others to increase their domain. For example research in Chicago indicates that gang violence may be more related to turf issues than drug trafficking. Given this, solutions to the problem of gangs must ultimately be community based.

Because of the way prisons are organized, they tend to magnify the problem of gang violence. In most correctional facilities, there are four or five groups that control the facility. Prison management relies on these gangs to help maintain order. Events in the outside community and the prison influence one another, further exacerbating the situation. Gang members sometimes receive "marching orders" while in prison. They are released, commit the violent act ordered and are

rewarded with a higher rank within the prison gang when they return. Peripheral gang members can move nearer to the inner core of their gang as a result of their prison experience.

In different settings in which there is a history of prejudice and misunderstanding of minorities, some of the same conditions that lead to gang formation can lead to hate crime and interethnic violence. Institutional and individual racism allow hateful attitudes to flourish. The role of racism cannot be underestimated. Racism affects communities in different ways. Among minority youth, violence is often a response to institutional racism which makes obtaining employment difficult and limits future possibilities for many. Alternatively, with regard to interethnic violence and hate crime, the racist attitudes held by individuals are a primary cause of the violent behavior.

With respect to hate crime, researchers Levin and McDevitt indicate that there are three types of hate crimes based on the motivation of the perpetrator: thrill, reactive, and mission. Thrill hate crimes are committed by offenders who are looking for excitement. Reactive hate crimes involve offenders who are reacting to what they perceive as a threat to their neighborhood, work place, or college campus. In the third type, mission hate crimes, the offenders have committed their lives to bigotry and their crimes reflect their dedication to their cause. The Levin/McDevitt study, based on crime data from the Boston Police Department, shows that three out of five hate crimes were committed for the thrill of it, with reactive motivation

accounting for nearly all of the remaining crimes. Reflecting their infrequency generally, this study found only one mission motivated crime among the 169 cases studied.

There are several competing theories regarding interethnic conflict. The differences are largely one of emphasis. Some theories focus on economics while others focus on social history, cultural difference, spatial relations, etc.

Economic contraction directly influences employment rates, funding for social services and affordable housing. If we use Los Angeles as an example, African-Americans have workforce concentration in manufacturing and in local government. Hispanic immigrants are somewhat concentrated in service sector entry level employment. Hotel, restaurant, garment and janitorial sectors have large Hispanic immigrant concentrations. Immigrants with limited language and cultural skills may not find access or mobility in corporate and government employment. This demonstrates that the effect of economic conditions has different impact on different ethnic communities.

Population transitions remove or alter social infrastructure. Demographic shifts force multiple racial/ethnic groups to co-exist in the same neighborhood. Ethnic groups live together, but apart, divided by (in)visible demarcations throughout the community. When different groups are thrown together in schools or other common areas, the differences in cultures, traditions and perceptions can lead to intercommunal tension which often turns into intercommunal violence.

When the population shifts represent growing economic or

social disparity, there is particular reason for social instability to result. The decade of the 1980s, with federal policy abandoning urban inner city areas, increased suburbanization along class lines. The result was the formation of large concentrations of ethnic minorities and new immigrants in the central cities, economically isolated from suburban populations in the surrounding metropolitan areas. Resources became even more limited within the inner city.

The abandonment of the inner city began diverting leadership, access and resources from urban areas. This led correspondingly to a breakdown in social infrastructure which exacerbated tensions between communities that are divided along racial lines. In addition, even within the same racial or ethnic group, there often is not a common vision throughout varying social ranks. Often times, this leads to communities being split internally and externally and may result in the absence of positive movement toward cooperation necessary to rebuild or replace infrastructure. With respect to interethnic violence, rapid changes in population demographics are forcing multiple racial/ethnic groups to co-exist in the same neighborhood. They live together, but apart, divided by (in)visible demarcations throughout the community, the result of different cultures, traditions and perceptions. When they are required to interact, in schools or other common areas, the differences can lead to intercommunal violence.

Trends

The trends with respect to intercommunal violence are discouraging. All three forms of intercommunal violence appear to be increasing both in prevalence and severity. A significant cause of the increase is the growing culture of violence in the United States. All forms of media, whether intended to entertain or inform, contribute to harmful myths and stereotypes of violence. The message transmitted daily is that violence is not only tolerable but also a good way to solve problems.

The brutality of intercommunal and particularly gang violence has increased in recent years because of the ready availability of guns. Easy access to guns makes some people more likely to engage in violent behavior. Furthermore, guns make it much more likely that conflict will result in serious injury or death. Gangs have increased firepower with access to weapons that can be equal to the firepower of police departments. The possession of such firepower can give gang members a false sense of security and embolden them to risk potentially lethal confrontations.

The drug trade exacerbates the gang violence problem in several ways. Gang members have access to more resources because of money made through the drug trade. Gangs can purchase weapons and cars rather than steal them, facilitating drive-by shootings. Gang members can fight over possession of drugs and places to sell drugs. Gang members are more prone to violence when under the influence of drugs or alcohol.

There is a common perception that gangs are migrating and expanding their sphere of influence to become regional or even

national in scope. Although the possibility of gang migration should be further examined, a closer look at seemingly similar gangs thus far shows that links between them are more tenuous than may have been thought.

An increase in ethnocentrism and hate crimes appears to correlate with the decline in the state of local economies. Experts theorize that as more people compete for a smaller slice of the economic pie they tend to band together with others with whom they identify and attack those perceived to be different.

Violence against women is another example of the problem of hate violence in our society. Crime statistics indicate that violence against women is increasing. See appended paper dealing with sexual harassment.

Perhaps the most disturbing trend is that the majority of hate crimes are committed by young people. At least 60% of those apprehended for bias crimes are juveniles. Trends in the data seem to show that organized groups are targeting youth to be future harbingers of hate. Statistics indicate that young people are committing more serious hate crimes at an earlier age. It also appears evident that tensions in other parts of the world often increase anti-immigrant or interethnic crimes. In addition, information from a variety of sources also shows that the visibility and apparent membership of Supremacist groups are on the rise.

Alleviating racial/ethnic tensions (to prevent conflict or violence) is made more difficult by the increasingly disjointed social infrastructures in minority and immigrant communities.

These communities have been weakened by economic contraction, population shifts and social history. Most current attempts to address intercommunal violence involve working with community leaders. It is more difficult to identify authentic community leaders when the social infrastructure is not intact, or when the community is bifurcated, either by economic class, by language, or by level of acculturation. Ethnic communities that include both new immigrants and those that have grown up, or were born, in the U.S. are stratified both by language and culture. Those who speak English are often drafted by outsiders to the community to serve as leaders or go-betweens; they may not be the true community leaders. This may result in leadership that can not speak, or commit, for the community without continually going back to check with the actual community leaders.

2. Current Policies and Programs

The Federal Government's involvement in combating intercommunal violence has been largely peripheral because of a perception that intercommunal violence is a local problem and that the Federal role should therefore be minimal. To date the Federal Government's efforts have primarily focused on helping localities to develop model programs. However, there is some indication that the Federal government's role will expand. The proposed crime bill would provide funding for anti-gang activities, enhance penalties for other crimes related to street gang activity such as drive by shootings and make gang

participation or recruitment a federal offense. The crime bill would also provide for additional U.S. Attorneys to prosecute violent youth gangs and coordinate gang investigations and information collection. In addition, the crime bill would direct the United States Sentencing Commission to promulgate guidelines or amend existing guidelines to provide sentencing enhancements for hate crimes. Another portion of the crime bill would make funding available to states to examine ethnic and racial bias in their criminal justice system.

Several Federal agencies have programs which are designed specifically to combat hate crimes and violence. Others have legislation and general goals which permit them to address hate and violence against people because of their ethnicity, gender, race, religion, national origin and in some cases sexual orientation.

Department of Justice

The Department of Justice (DOJ) through some of its subordinate bureaus and offices administers several programs that are either directly targeted at combating gang violence, hate crimes and interethnic conflict or at combating the root causes of these forms of intercommunal violence.

O The Bureau of Justice Assistance (BJA) is currently administering two programs focused on gangs and their activities. The Urban Street Gang Drug Trafficking Suppression program concentrates on influential and controlling gang members. BJA

funded five pilot sites involving different suppression techniques. In 1992, BJA introduced the **Comprehensive Gang Initiative**. BJA awarded the Police Executive Research Forum (PERF) a grant to develop a model comprehensive approach to gang issues, which carefully balances initiatives for prevention, intervention and suppression focusing on the elimination of the harmful behavior of the gang. The model encompasses strategies that bring together cooperative and coordinated efforts of the police, other criminal justice agencies, human services providers and community programs. BJA funded four demonstration sites (Suffolk County, MA, Seven Hills, OH, Aurora/Jefferson County, CO and San Diego, CA) at the end of Fiscal Year 93 to test the comprehensive model developed by PERF.

o The BJA also supports the **Regional Information Sharing Systems (RISS)**, a program composed of six regional projects that share intelligence and coordinate efforts against criminal networks that operate in many locations across jurisdictional lines. RISS recently hosted the Second Annual International Gang Information Sharing Conference that addressed domestic street gangs, prison gangs, foreign alien gangs and other related gang topics.

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

o The Office of Juvenile Justice Delinquency Programs (OJJDP)

was directed in the 1992 Amendments to the Juvenile Justice and Delinquency Prevention Act to conduct a Hate Crime Study on the involvement of children and youths in hate crimes. The OJJDP also encourages, coordinates and conducts research and evaluation of juvenile justice and delinquency prevention activities. See the Juvenile Justice Subgroup report for a detailed description of juvenile programs.

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

O The Federal Bureau of Investigation (FBI) investigates violations of federal hate crime statutes for prosecution and collects hate crimes data as part of the Uniform Crime Reports in accordance with the Hate Crime Statistics Act. The Federal

Bureau of Investigation (FBI) is also becoming more involved in anti violence and gang related enforcement efforts.

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

Department of Health and Human Services (HHS)

HHS administers several programs and conducts research on the causes and consequences of violence.

O The HHS Youth Gang Drug Prevention Program supports state and local efforts to conduct comprehensive activities to reduce and prevent the involvement of youth in gangs that engage in illicit drug-related activities. This promising program focuses on a holistic approach to youth gang and drug prevention, including support to families of at-risk youth, intervention strategies for intergenerational gang families, programs to meet the special needs of at-risk females and promotion of cooperative ventures among youth service providers. The major emphasis has been on the development of community-based consortia to conduct innovative, comprehensive approaches to the problems of youth gangs and their involvement with illicit drugs. Each consortium is a broad based partnership that draws upon the resources,

expertise and commitments of different groups. For example, the Denver Consortium brings together the school districts of Denver, Aurora and Cherry Creek, the Denver and Aurora Police Departments, the Denver Juvenile Court system and nonprofit youth and family serving agencies from all three communities. Another model being tested by many consortia grantees is similar to that of the City of Los Angeles, where a broad range of Federal resources are being coordinated and concentrated to undertake youth gang prevention activities in the following public housing sites: Ramona Gardens, Nickerson Gardens, Mar Vista, San Fernando Gardens and Rancho San Pedro.

O The Office of Refugee Resettlement (ORR) has a Crime Prevention/Victimisation Initiative. In Fiscal Year 1993, ORR funded 16 projects around the country to improve relations between refugee and law enforcement communities. These projects employ a variety of strategies to achieve this goal, including the hiring of ethnic community outreach officers, the creation of multilingual hotlines for information and referral, the organizing of refugee community business and neighborhood watches, support for multi-functional community policing storefronts, community education meetings, workshops on cultural concerns and dialogue between police departments and refugee community leaders.

ORR also has two interagency agreements with offices in DOJ. ORR and CRS held regional meetings in Prince George's County, MD; New Orleans, LA; and Richmond, CA to address law enforcement/refugee community relations. ORR and BJA

collaborated on several projects: they sponsored a national workshop; provided technical assistance for crime prevention victimization grantees and produced "Bridge Building and Bridge Crossing: Refugees and Law Enforcement Working Together" to educate law enforcement and refugee communities about working with one another.

O The Office for Civil Rights (OCR), is charged with the responsibility of enforcing civil rights laws and regulations prohibiting discrimination by recipients of Federal financial assistance. Recognizing the importance of institutional commitment to properly serving multicultural communities, OCR encourages institutions to expand both their range of services and their staff capabilities in order to facilitate interethnic cooperation, rather than competition. One illustration of this orientation is the provision of language interpreters for limited English speaking customers.

Other offices of HHS also administer programs and conduct as well as support research to understand and address problems associated with violence. Examples include: the Violence and Unintentional Injury Prevention Projects sponsored by the Maternal and Child Health Bureau; the Capacity-Building and Surveillance Grants and evaluation and research grants sponsored by the Centers for Disease Control and Injury Prevention; the Substance Abuse and Mental Health Services Administration's drug treatment research and service programs; the National Institutes of Health's biomedical and behavioral research; the National Institute of Mental Health's Prevention Research and

Demonstration Program; and the Indian Health Service's sponsored violence-related projects. All these efforts are aimed at understanding and reducing violence and can contribute to ameliorating the problems of violence. For more detailed descriptions of these HHS programs, see the appendix.

The Department of Housing and Urban Development (HUD)

HUD administers several programs that combat the underlying causes of hate crimes and interethnic violence as well as gang violence and conducts research on the causes and consequences of violence.

O The Office of Fair Housing and Equal Opportunity enforces the Federal Fair Housing Law and provides for fair housing throughout the United States. It administers the Fair Housing Initiatives Program in which grants are awarded to applicants who carry out programs to lessen housing and lending discrimination. Also, it is desegregating public housing projects where bias-related violence may erupt. The Department's practice is to use a coordinated federal approach in partnership with the state and local government to address any violence that may result. Desegregation efforts are underway in Boston, MA; Chicago, IL and Vidor, TX.

For example a grant to the Community Housing Resource Board (CHRB) of Delaware County, Pa. demonstrates that HUD's Fair Housing Initiatives Program may be used to help combat bias-related violence. The CHRB helped create and support a local

organization, Clergy and Congregations Affirming Racial Equality (CCARE). CCARE responds to racial incidents and affirmatively promotes intergroup harmony. In addition the CHRB sponsored the National Neighbors Annual Conference and developed the human relations program "Under Our Skin".

O The Public Housing Drug Elimination Program gives local housing authorities funding to increase the security and decrease drug trafficking in the areas surrounding public housing developments.

HUD also administers a cluster of programs designed to give residents of public and assisted housing greater control of their community as well as increased access to economic opportunity.

Intergovernmental Initiatives

A model intergovernmental initiative is the program currently underway in Denver, Omaha and Washington, D.C. where the DOJ, Education, HUD, and Health and HHS are working with state and local leaders to frame short- and long-term solutions to youth violence.

State and Local Programs

State and local programs to deter the three basic forms of intercommunal violence vary in terms of the intervention strategies utilized. While there is some commonality in places where intervention occurs, such as in the local schools, the type

of intervention used to prevent youth from joining gangs differs from the type of strategies used to address hate crimes and interethnic conflict. The one thing all successful intercommunal violence programs have in common is that they are designed at the local community level, taking into account specific local needs and often include efforts to improve the situation of economically disadvantaged individuals and families.

Prevention and Intervention: Gangs

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

Local community responses to gang formation and activity can be categorized as prevention and/or intervention programs and suppression programs. Prevention programs address the needs of at-risk youth, their families and their communities, thereby reducing the appeal for gangs and provide opportunities for youth to develop skills to resist gang involvement. Intervention

strategies redirect gang members and potential members away from gang involvement by providing real alternatives and a positive support structure. Examples of prevention and intervention programs follow.

O High-Risk Youth Programs with a Gang Component--These programs are targeted to youth who have been identified as at high risk of gang involvement. These programs provide youth with positive experiences and skills to avoid negative behavior. These efforts usually involve participation from a variety of local actors including schools, the local criminal justice system, community organizations, churches, volunteers, youth workers, private industry and other groups. Although specific program goals and components vary, in general, high-risk youth programs include a mix of the following: youth outreach; establishment of community centers; social skills development programs; job training and placement; dropout prevention services; mentoring and tutoring services; recreational activities; family interventions and training; school programs; conflict mediation programs; rites of passages programs; and substance abuse counseling.

In Miami, Project Positive, a high-risk youth program supported by the Mayor's Office, works with gang members ages 12-22. The program tries to reduce gang membership, violence and drug use by addressing gang members' needs for services. The program is lead by former gang leaders; program participants must show a commitment to adhering to the program's rules and

regulations to remain in the program. A mixture of services support the Positive Program, including mentoring, group counseling, parent counseling, sports activities, graffiti removal, entrepreneurship and a 24-hour hotline. The program has also joined with local community organizations and businesses to provided education and job training activities for the youth.

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

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

One promising community-based prevention model is the

Communities That Care Program which is currently being tested in Washington and Oregon. This model focuses on reducing drug abuse and delinquency by making changes in social institutions, including schools and families. The program provides opportunities for youth to interact with positive role models, outlines a clear set of expected behaviors and helps youth develop the skills necessary to uphold these standards in the face of adversity. Program organizers have also developed a comprehensive community empowerment strategy that includes working with schools, families and individuals in the community.

O School-Based Strategies--School based strategies include programs designed to improve the quality of life for all youth in communities where gangs exist and special programs designed to work with particularly at-risk children and youth. Promising elementary school programs involve parents and offer conflict resolution courses and academic programs to encourage a commitment to education. Promising middle-school programs include peer-oriented counseling and conflict resolution and provide real alternative activities for youth such as Junior Achievement, educational enrichment and physical education. High school programs should include career development and job experience. All school activities must be culturally sensitive and provide multicultural training for teachers if they are to be successful.

The Cities in Schools program and the **10 Schools program** are school-based programs designed to keep at-risk minority youth

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

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

Suppression: Gangs

Local experience has demonstrated that suppression activities are a vital part of an overall strategy to combat gang violence. Enforcement and prosecution must be targeted to those violent

members of the inner core of gangs. Intelligence gathering and the sharing of information between criminal justice and other relevant agencies are critical. Fort Wayne, IN and Brooklyn, NY are currently using these techniques. At the same time, criminal justice agencies are beginning to realize that efforts to control gang violence in local communities must include more than traditional law and order responses. In recognizing the need to expand their scope, these agencies are working to improve their relationship to local community residents, learn more about the neighborhoods in which gangs exist and support community-based prevention and intervention efforts.

o **Law Enforcement**--One promising law enforcement strategy is community-policing. In Reno, Nevada, the police department instituted Community Oriented Policing Plus in 1987, a program to make law enforcement officers available to solve community problems. In instituting the COPS program, the police department worked closely with local citizens to identify community problems and to develop solutions. The current strategy of the police department is to focus on peripheral gang members and their parents, referring parents to social services or offering to be available if the need arises. Parents in turn agree to provide information about gang activity to the police department. Reno noted a considerable reduction in gang related activity between 1989 and 1991.

o **Corrections**--Several juvenile correctional institutions provide programs to prevent continued street gang involvement by

helping youth develop skills to resist further gang activity.

Two promising juvenile corrections programs include the Maclaren School in Portland, OR and the Ethan Allen School in Wales, WI. Both programs have established intense counseling programs for juvenile gang members. The Maclaren program provides a mixture of group and individual counseling to develop positive self-image, job skills and communication skills. The Ethan Allen School is targeted to gang members who have a history of aggressive behavior. Members of rival gangs are housed in one cottage and are involved in counseling and other programs. After release, students receive aftercare from community-based organizations, including substance abuse counseling, employment assistance and alternative education. Research suggests that only 17% of the participants in 1989 had subsequent police contacts and only nine percent were observed in the company of a gang. Data for 1988-1990 show that only six of the 130 participants released during the period were subsequently incarcerated in adult correctional facilities.

Prevention and Intervention: Interethnic and Hate Crimes

The goal of prevention programs with respect to interethnic and hate crimes is to educate the community about cultural differences and raise the awareness and sensitivity of the community. This is done primarily through community tolerance training and school based curriculums. Examples of prevention and intervention programs follow.

O Organizing a Community Response--It is necessary to facilitate the formation of proactive networks of agencies, community organizers, concerned citizens, activists and theoreticians to respond to areas of conflict in the community. Programs and agencies that develop out of a community response help to foster community-based economic development and planning that can influence human relations in a positive manner. Additionally, cultural differences are acknowledged and understood. These organizations encourage advancement from interethnic strife and tension in the community to pluralism and cooperation.

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

The Committee Against Anti-Asian Violence (CAAAV), has an active role in community based concerns within New York City. CAAAV's innovative programs have allowed the Asian community to speak out about their experiences and their concerns about race

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

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

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

Americans, Hispanics, Korean and other Asian groups) to develop a plan/design for a human relations infrastructure in Los Angeles. The Commission also serves on the school violence subcommittees working with the Los Angeles Unified School District in bringing cultural diversity curriculum to target schools.

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

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

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

O **Education Strategies**--Prejudice-education programs assist educators and students address the topics of prejudice, discrimination and racism. Materials include a variety of instructional activities that are designed to be used along side existing school curriculums. Such programs help develop and expand enhanced life skills and self-esteem as well as developing mediation, conflict resolution and negotiating skills.

The Intergroup Relations and Conflict Program at the University of Michigan is a learning-living effort to educate undergraduates about various forms of conflict among social groups. It links formal academic course work to the living and social experiences of students outside the classroom. The Program's philosophy is based on systematic instruction, interaction and substantial dialogue among various groups. Such an environment should help build a multicultural community and facilitate dialogue group activities between people of different

backgrounds and cultural identities.

Teaching Tolerance Education Project of the Southern Poverty Law Center, is dedicated to make every classroom in America equipped with tools to help children live in harmony. Through the publication of a semiannual educational magazine and the development of video-and-text curriculum, Teaching Tolerance provides teachers with practical classroom resources for promoting understanding and celebrating diversity. These materials are distributed at no charge to individual educators, schools, civic and religious organizations in every state. There have been over 45,000 free teaching kits on America's Civil Rights Movement to schools across the nation.

Founded in Boston in 1985 by the Anti-Defamation League, A World of Difference prejudice-reduction training programs have now been implemented in 30 major cities through out the United States. The program is designed to help educators create approaches to solving problems associated with prejudice and discrimination in public, private and parochial schools.

Facing History and Ourselves (FHAO) of Brookline, Massachusetts is a national, educational and teacher training organization whose programs engage students of diverse backgrounds to examine racism, prejudice and anti-semitism. FHAO's programs stimulate critical thinking and foster appreciation for diversity and civic responsibility. Since 1976, about half a million students in the United States and other parts of the world annually use curriculum materials developed by FHAO.

The Oakland Men's Project (OMP) provides training on violence prevention by examining issues of racism, sexism and prejudice. OMP has conducted workshops in diverse communities around the country to train educators, government officials, parents, police officers and students. Training focused on conflict resolution, recognizing and preventing discrimination and multi-cultural competence.

O Mediation and Conflict Resolution--Dispute resolution encompasses an array of innovative processes including mediation and related approaches that can be adapted to resolve a wide variety of conflicts and problems. There is a common core of principles central to all dispute resolution applications: making shared decisions, building consensus, working collaboratively, appreciating diversity, nurturing community and advocating civility. The application of these principles can yield lasting solutions to difficult problems. Dispute resolution has been used to promote multicultural communication, community building and violence prevention.

National Institute For Dispute Resolution (NIDR) is dedicated to increase the understanding of how dispute resolution operates and with what effects. NIDR monitors open grants under a separate supplemental Ford grant. It encourages researchers and academics to break new ground in thinking about disputing and to provide new insights into issues that policy makers and society face.

New Mexico Center for Dispute Resolution, Albuquerque, NM is

building networks between community justice and youth service and juvenile justice organizations at local and national levels. They will publish a dispute resolution resource manual for youth service agencies.

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

3. Proposed Federal Remedies

As this report sets forth, the underlying causes of intercommunal violence are complex and include racism, demographic shifts, a general increase in violence, an unstable economy and media coverage. To solve the problem of intercommunal violence there must be opportunity for all groups to share equally in the American dream. The President's number one priority must be to create economic opportunity for all Americans. Jobs and self-sufficiency opportunities provide resources for families, structure for lives, and the potential

for creating workplaces where Americans of all stripes can learn to respect and value each other's strengths. Access to opportunities for all will reduce the battles over scarce resources that are often at the root of intercommunal violence.

Along with improving economic opportunities, there are a number of other measures that should be taken to address the problem of intergroup violence. Some of these are appropriately in the federal arena; others will require a level of federal-state-local cooperation that a number of Departments of this Administration are already working to achieve.

Strategies to address intercommunal violence - as well as most other forms of violence - must be consistent with the needs of the affected community. Intergroup conflict is generally locally based; local solutions are most appropriate. Thus, successful prevention and intervention strategies will be those designed and implemented cooperatively with local citizens and relevant community institutions. These should include neighborhood citizens groups, local law enforcement agencies, nonprofit service organizations, foundation, the private business community, churches and other religious organizations and local media. Solutions developed in concert with the local community are more likely to be sensitive to the culture and language of the affected community.

A. Presidential Leadership

Presidential leadership is a key component of any strategy to

address intercommunal violence. Through words and actions, the President can move the nation toward a vision of inclusion and tolerance that will help to reduce intergroup tensions. Speeches and appearances should reflect the President's commitment to celebrate the diversity that is America.

One highly visible way for the President to lead on this issue would be to convene a Summit on Violence Prevention, in a format similar to the Economic Summit held in Little Rock last December. A Violence Prevention Summit would demonstrate a personal commitment by the President to address violence. Experts from across the nation could present ideas to the President and Cabinet on violence prevention. The intercommunal violence portion of the Summit could highlight successful state and local prevention programs designed to address hate, gang and ethno-violence. The President could use the summit to initiate a comprehensive strategy for combatting violence. The summit would be a clear, public demonstration by the Administration of its commitment to addressing this key domestic problem.

Another method for communicating this message would be a series of targeted, local conferences to address violence in areas where the problems are particularly acute. These sessions should bring together federal, state and local government, as well as community and grass-roots leaders, to address the violence problems in individual communities.

At a minimum, the President should appoint a Cabinet level task force on preventing violence to coordinate the federal effort to reduce violence (including hate crimes, interethnic

tensions and gang violence). The Violence Prevention Task Force would coordinate appropriate prevention strategies for violence, by working with federal, state, local and community representatives. In addition, the Violence Prevention Task Force should sponsor annual conferences on violence prevention that would facilitate an exchange of information between government officials, academics and practitioners in the field. Conference participants would be given the opportunity not only to share information but also give policy makers feedback on what does and does not work.

B. Legislative Proposals

(1) Federal Hate Crime Legislation

Revisions to 18 U.S.C. 245, the principal federal statute addressing racially motivated violence, would increase the ability of the DOJ to prosecute hate crimes. Currently, the law prohibits willful injury, intimidation, or interference by force or threat of force with an individual because of the individual's race, color, religion, or national origin; and because the individual is engaging in one of the federally protected activities enumerated in the statute. State and local hate crime laws generally are not sufficiently comprehensive, nor do they provide sufficient coverage to adequately address hate violence. The DOJ is considering ways to revise the law to extend protection to victims of violence who were targeted because of their sexual orientation or because of their gender, as well as

eliminating the current requirement to prove that the victim was assaulted because he/she engaged in an enumerated federally protected activity. Revisions to this law should be a high priority for the Administrations in the next session of Congress.

(2) Hate Crime Statistics Authorization

Hate Crime Statistics Act ("HSCA"), passed in 1990, directs the DOJ to collect and publish data for five years on crimes which manifest evidence of prejudice based on race, religion, ethnicity or sexual orientation. There are a number of ways the HSCA could be improved when reauthorization is considered next year.

First, reporting on hate crimes to the Federal Bureau of Investigation is voluntary. Many jurisdictions do not report including California, a state with a high incidence of hate violence. Thus, at a minimum, mandatory reporting should be explored as a legislative option.

Second, the Act does not include reporting of gender-based hate crimes, and this omission should be remedied during the reauthorization.

(3) Expand the Mandate of the Community Relations Service

To better meet the evolving challenges of intercommunal violence, CRS needs to be revitalized, and its legislative mandate should be expanded to include discriminatory conduct based on religion, gender and sexual orientation. CRS is badly in need of solid leadership. This leadership is necessary in order to maximize the agency's role in a national violence prevention strategy. CRS is the appropriate agency, through its

field structure, to provide communities with emergency intervention assistance when they are confronted by explosive and divisive hate crimes or inter-ethnic conflict situations. Similar to federal teams that respond to a community's request for assistance when it has been declared a "federal disaster area", CRS emergency intervention teams would provide assistance to communities when local and state governments do not have the resources to effectively respond to these explosive situations. CRS should develop a protocol which would help it to assess under what conditions it should respond to requests for assistance.

(4) The Community Partnership Against Crime (COMPAC) legislative proposal (Senate Bill 1299) would implement crime prevention programs in public and assisted housing communities and should be authorized.

C. National Service Program:

The creation of the new National Service Program provides another vehicle to address the problems of intercommunal violence. Participants should all receive diversity training as a core part of their orientation into the program. They should be assigned to local programs that work to reduce intercommunal violence. In addition, participants should be encouraged to serve as mentors to young people living in the communities to which they are assigned.

D. Other Federal Initiatives

(1) Law Enforcement:

- DOJ should continue to encourage local law enforcement agencies to participate in and adopt community policing.

- The existing FBI training for local law enforcement on reporting hate crimes should be promoted.

- The Federal Law Enforcement Training Center (FLETC/CRS) training program should be adequately funded to educate more police officers to recognize and respond to intercommunal violence. FLETC along with local law enforcement agencies should develop generic training curriculums that are sensitive to the racial and ethnic characteristics of communities.

- DOJ should take the lead in establishing an interdepartmental intervention team (underway and being examined by the Process Group) to assist communities overwhelmed by gang violence. The team should include expertise in gang dynamics-conflict resolution, social service delivery, and psychology. The team could intervene in appropriate situations, and also serve as a model for state and local teams.

- Special efforts should be initiated by DOJ to break up organized gangs in the nation's correctional facilities. As mentioned earlier, events in the outside community and the prison oftentimes influence one another, further exacerbating the situation. DOJ should explore the possibility of moving gang leaders convicted under state laws out of state prisons and into the federal system in order to neutralize their influence on local gangs.

- The Office of Justice Program's initiatives that target

violence reduction and gang related issues should expanded to further support local efforts.

(2) Housing:

- HUD should expand options for low-income families to move to lower density and economically mixed communities. Scattered site, low-rise housing development and opportunities for families to use their Section 8 certificates and vouchers in neighborhoods that are not distressed or troubled should be strongly encouraged. Efforts should also be made to convert existing public and assisted housing into mixed-income communities comprised of very low-income, working class and moderate-income families. HUD should expand opportunities for low-income homeownership for residents of public and assisted housing. Existing housing subsidies such as Section 8 assistance, should be made more flexible so as to permit HUD assisted families to become homeowners.

- HUD's Office of Fair Housing and Equal Opportunity needs to be augmented with adequate resources to enforce fair housing and equal opportunity laws and regulations. These resources must reduce the spatial separation by race and income that contribute directly to the racism that is an underlying cause of intercommunal violence.

- HUD should increase its efforts to implement crime prevention programs in its public and assisted housing communities. These programs should incorporate coordinated community-based approaches which include community policing,

crime prevention environmental design, and resident participation and involvement efforts.

- HUD should sponsor and encourage self sufficiency programs in all public and assisted housing. Programs that provide support for after school and organized recreational activities, job training and entrepreneurship opportunities such as HUD's Youth Sports, Youth Apprenticeship, and Urban Youth Corps Grants, Family Investment Centers and Family Self Sufficiency should be expanded. HUD should strongly enforce its Section 3 federal contracting requirements. Section 3 requires that work performed by agencies receiving direct federal financial assistance under certain HUD programs, make good faith efforts to provide opportunities for job training, employment and contracting to low-income persons - particularly those who are recipients of federal housing assistance.

(3) Education:

The Department of Education should:

- develop or refine age-appropriate curriculum to celebrate diversity, teach tolerance and conflict resolution at all grade levels.

- create and disseminate model curricula on recognizing and preventing hate violence to local school systems.

- develop curriculum that promotes and builds self confidence in children, building upon their individual strengths and increases the ability of young children to resist involvement in gangs.

- The Department of Defense and the Office of Personnel Management should mandate that all military and civilian federal employees receive initial entry followed by annual training on diversity and cultural awareness issues.

(4) Social Services

HHS should:

- Expand the Youth Gang Drug Prevention Program and encourage states and localities to develop similar programs;
- Continue to focus the High Risk Youth Program on youth involved in substance abuse and violent behavior;
- Expand assistance to communities with large immigrant and refugee populations through the activities of ORR;
- Expand the mandate of federal agency Offices for Civil Rights (OCR) to give authority similar to that of the OCR within HHS.

(5) Economic Initiatives

- In a way similar to the federal incentives that promote affirmative action by government contractors, federal tax policy should include incentives for community business enterprises that include multi-racial/ethnic collaboration in planning and implementation phases of contractual work. For example empowerment zones will be selected over the next two years by the Secretaries of HUD and Agriculture. Although not currently part of the eligibility criteria, proposals which highlight the active involvement of multi-ethnic communities should be given

preference.

- HHS and HUD should explore the allocation of funds under their respective community block grant programs in order to assist multi-cultural coalitions working within a community.

E. Enhancing Intergovernmental Cooperation

- The Violence Prevention Task Force recommended above should coordinate all federal efforts to address the problems of gang violence, hate crime and interethnic tension.

- This Task Force, along with the National Performance Review Team, should examine how best to give communities incentives to consolidate as many different forms of assistance at a single site. For example, public assistance, housing assistance, economic development assistance and drug prevention assistance should all be available at one easily accessible location.

- The Violence Prevention Task Force, along with the National Performance Review Team, should institute a pilot program to coordinate grant programs dealing with intercommunal violence. The program should work with all departments that make grants on this issue, create a uniform application and review process and provide information to potential grantees on how the new process will work. Coordinated grantmaking will result in more coordinated policy direction across agency lines, and would facilitate better evaluation processes to assess the effectiveness of programs.

- The Violence Prevention Task Force should also coordinate

with local government entities, such as state and local human relations commissions and city hall agencies in efforts to reduce intercommunal violence.

- The Catalogue of Federal Domestic Assistance, which provides a listing of current domestic programs, should contain an index on violence prevention programs and should allow cross references by programmatic issues.

F. Information Collection and Dissemination

(1) Provide Incentives to Encourage Collection of Hate and Violence Statistics

- To combat intercommunal violence, reliable information on the prevalence of intercommunal violence must be effectively collected and disseminated. Only by collecting statistics and examples can we accurately assess the scope of the problem and determine where intervention would be most helpful. Unfortunately, because many local jurisdictions do not want to be seen as having a problem with intercommunal violence, they often avoid reporting gang violence or hate crimes. In order to overcome this stigma, localities must be given some incentives to collect statistics for the Hate Crimes Statistics Act ("HSCA"). One suggested incentive: the FBI will make available additional data particular to a jurisdiction's needs to those jurisdictions reporting hate crimes. Incentives should also be designed to encourage the cooperation of state attorney generals who may also be responsible for underreporting of hate crimes in some state.

- DOJ should be given the mission of crafting a uniform definition(s) of a gang, addressing the different levels of criminal and violent activity in a workable way, in consultation with local law enforcement. DOJ and state and local law enforcement should be given adequate tools to generate accurate statistics. DOJ should work with localities to ensure collection of this data. (DOJ may wish to expand existing training programs, as well as developing user friendly ways of collecting data.)

(2) Make Data Available

- The data compiled on intercommunal violence should be readily accessible to state and local governments as well as to the general public. The Violence Prevention Task Force in consultation with the National Performance Review Team must examine how best to improve the dissemination of information on violence. Presently there are too many specialized clearinghouses that contain valuable information but are unknown to the localities that need the information. Consolidation of clearinghouses should be strongly considered or at a minimum increased coordination between clearinghouses. In addition the clearinghouses should be given the ability and charge to better inform localities of their existence and the information that they can provide. Conflict resolution and diversity training programs and curricula use on the state and local level also should be collected by the clearinghouse and made available to interested parties. Federally-run training centers, such as the

Federal Law Enforcement Training Center, should continue to play an important role in disseminating information and training on ways to reduce intercommunal violence.

4. Research and Evaluation Agenda

HHS and DOJ should develop a comprehensive research agenda. These two departments with the most extensive histories of supporting research should focus future research efforts on the following:

General Research Areas:

- Improving and expanding statistics as outlined above in the Remedies section.
- Develop evaluation tools and conduct evaluations for existing prevention and intervention programs.
- Provide more research funding for the Office of Victims of Crime and Office Of Juvenile Justice Prevention Programs and the National Institutes of Health.
- Develop a study of and profile of perpetrators.
- Examine current and recent research projects on a variety of subjects related to the nature of subgroup identity, and the roles and problems of such groups. Such projects should deal with the variation in cultural definitions and behavior patterns as reflected in the groups' internal affairs and in intergroup relations, as well as the context of practical stresses and conflicts faced by such groups in their day to day existence.

- Look at current agendas of foundations related to diversity and intergroup relations.
- Research work and recommendations of current and former Commissions on subjects such as immigration, equal opportunity, the role of schools and education in communities, etc.
- Award mini-contracts to active researchers who are currently looking at issues related to intercommunal violence.

Gang Violence Related Research:

- Gang migration
- Female gangs
- The role of normal adolescent development in gang recruitment and retention
- Prison design to search for the ideal method of separating prisoners to discourage gang formation and intergang violence.
- The effects of exposure to extreme violence [including post-traumatic stress disorder (PTSD)] on children and its relationship to gang membership and activity.

Hate Violence Related Research:

- Adding hate violence to the National Crime Survey.
- Conduct a national victimization study on hate violence.
- Develop evaluation tools and conduct evaluations for existing programs.

Interethnic Violence Related Research:

- Examine current literature on violence among ethnic groups.
- In addition to the nature of the acts or events themselves, look at the role of group leaders, outside interventions and the media in the process of escalation and dissipation.

In conducting research it is important to acknowledge that studying violence is very difficult and not amenable to simplistic methodologies. A new generation of research, perhaps combining quantitative and qualitative methodologies is needed.

Conclusion:

The Federal government, with the President at its fore, must voice clearly that intercommunal violence is not acceptable, and must develop a coordinated policy which addresses the issue in a comprehensive manner. It is essential that local communities develop strategies to address their particular needs and that the federal government join in a partnership to facilitate that process.

The problem did not develop overnight, and it will not be resolved in a quick manner. The necessary ingredients of a solution include rebuilding the social infrastructures in our communities, increasing economic opportunities, and revising educational curricula to include more information on different cultural groups and more skills in peaceful conflict resolution techniques.