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

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

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

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

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

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

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

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

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

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

Society Pays the Price

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

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

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

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

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

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

below.

Truancy Program Thriving

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

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

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

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

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

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

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

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

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

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Truancy Program Targets Problems Before They Start

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

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

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

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

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

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

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

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

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

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

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Program Offers a Helping Hand

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

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

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

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

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

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

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

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

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

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

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

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Police and Youth Services Work Together To Fight Truancy

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

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

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

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

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

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

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Helping Neglected Children Stay in School

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

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

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

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

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

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

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Coalition Works to Save The Kids

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

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

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

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

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

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

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

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Summary

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

These communities are wise to be concerned. Students who miss school frequently often are unable to develop interpersonal relationships and to gain the knowledge and skills necessary for future employment. Frequent absences also affect school performance, which in turn can lead to delinquent behavior. A Department of Justice study found that students with low reading achievement show delinquent behavior more often than students with higher reading scores. This relationship between reading performance and delinquency appears even for first graders.⁸

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

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

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

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

Resources

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

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

Notes

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Washington, DC.

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MANUAL ON TRUANCY AND YOUTH CRIME

The Problem of Truancy in America's Communities

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

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

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

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

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

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

Users' Guide to Deterring Truancy

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

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

1. *Apply firm sanctions for truancy*

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

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

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

3. *Start initiatives at school that prevent truancy*

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

service agencies.

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

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

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

5. *Involve parents in all truancy prevention activities*

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

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

Model Truancy Reduction Initiatives

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

New Haven, Connecticut

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

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

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

Rohnert Park, California

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

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

Milwaukee, Wisconsin

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

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

For More Information

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

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MANUAL ON TRUANCY AND YOUTH CRIME

The Problem of Truancy in America's Communities

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

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

While no national data on the extent of truancy exists, we know that absentee rates in some cities are as high as 30% on any given day, and unexcused absences can number in the thousands. In Philadelphia, for example, approximately 75% of all absences are unexcused. In Milwaukee, 25% of students are habitually truant. (more stats to come)

Society pays a price for truants through increased demands on the social service and criminal justice systems. High rates of truancy are linked to high dropout rates, high daytime burglary rates, and high vandalism. School drop outs - many of whom were chronic truants before dropping out - are more likely to end up on welfare and in prison than students who complete high school or college. According to the Los Angeles County Office of Education, truancy is the most powerful predictor of juvenile delinquent behavior. "I've never seen a gang member who wasn't a truant first," says a California District Attorney.

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

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

Users' Guide to Deterring Truancy

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

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

1. *Involve parents in all truancy prevention activities*

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

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

2. *Ensure students face firm sanctions for truancy*

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

3. *Create meaningful incentives for parental responsibility*

It is critical that parents of truant children assume responsibility for truant behavior. It is up to each community to determine the best way to create meaningful incentives for such parents

to ensure that their children go to school. In some states, parents of truant children are asked to participate in parenting education programs. Some other states have determined that parents who fail to prevent truancy can be subject to formal sanction or lose eligibility for certain public assistance. Positive incentives -- for example, increased eligibility to participate in publicly funded programs -- can also be adopted. Local officials, educators and parents, working together, can make a shared commitment to assume responsibility for reducing truancy -- and can choose the incentives that make the most sense for their community.

4. *Adopt truancy prevention programs in school*

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

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

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

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

Model Truancy Reduction Initiatives

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

Rohnert Park, California

Program elements: The Stop, Cite and Return Program was designed to reduce truancy and juvenile crime in the community and to increase average daily attendance for the schools.

Patrolmen issue citations to suspected truants contacted during school hours, and students are returned to school to meet with their parents and a vice principal. Two citations are issued without penalty; the third citation results in referral to appropriate support services.

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

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unexcused absences. We stress that the earlier intervention takes place, the greater the chance for positive outcomes. Early intervention will prevent truancy and later delinquency."

Oklahoma City, Oklahoma

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

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

Norfolk, Virginia

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

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Peoria, Arizona

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

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

Bakersfield, California

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

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

Resources

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

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

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

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Acknowledgement

I would like to thank the many dedicated staff from the participating agencies who took the time, busy as they are, to complete the questionnaire upon which this research is based. Whatever success the Truancy Prevention Project (TPP) has experienced is due to their support and effort. The short comings of the project are systemic in nature, not a function of staff performance.

Marti Donovan, David Wyatt, and Dr. Lisa Holtzapple helped fashion the questionnaire; Curt Helffenstein and David Wyatt edited the manuscript; and Debra Pifko diligently endured the task of typing drafts of this report. Finally, a special thanks goes to Henry DeLuca, Project Coordinator, without whose effort there would be no project to evaluate.

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Purpose

The purpose of this research is to assess the effectiveness of the Truancy Prevention Project (TPP) and the degree of support for project among line staff of the public schools, Allegheny County Children and Youth Services (ACCYS), and the Regional Educational Support Centers (RESC), a program operated by the Allegheny Intermediate Unit (AIU).

In previous studies project effectiveness was assessed quantitatively, i.e., by measuring improvement in student attendance. A different tact is taken here. Simply put, the author agrees with William Glasser, M.D., who believes quality is best measured through in-depth interviews and "observations of a statistically significant sample by qualified observers" (The Quality School, 1990). While the questionnaire is not an "in-depth interview," the respondents are "qualified observers."

Methodology

A. Sample

Questionnaires were sent to staff from ACCYS, the public schools, and the Allegheny Intermediate Unit, Regional Educational Support Centers. Only line staff with substantial involvement with the project were invited to participate in the research. For example, only ACCYS caseworkers with 3 or more truancy cases were

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invited to participate.

Of the eighty-eight (88) questionnaires mailed, 66 (75%) were returned. Public school personnel constituted the largest group of respondents. The majority of those respondents were Pittsburgh Public School District employees because they made the most referrals to the project. Fifty-nine (59) received the questionnaire and 48 responded (81%). The smallest group of respondents came from ACCYS. Only 5 of the 17 CYS caseworkers (29%) participated in the study. The sample is felt to be too small to draw valid generalizations from. Ten of 12 AIU-RESC faculty (83%) participated in the study.

B. Instrumentation and Scoring

The questionnaire was developed by the Project Director, Dr. Ronald G. Covato, with the assistance of several AIU (RESC) faculty involved with the project. With one exception, all the questions are Likert-type items worded to be direct, explicit expressions of what they are intended to measure. For example, to measure the "cooperativeness" of RESC liaisons the behavioral dimensions of "cooperativeness" were not tapped (e.g., RESC liaisons return phone calls, keep CYS caseworkers updated on student attendance, etc.) Rather, respondents were simply asked to "rate the cooperativeness of your AIU (RESC) liaison."

For presentation and analysis purposes, the data are organized

EDUCATION DEPARTMENT GRANT PROGRAM SUPPORTING ANTI-TRUANCY EFFORTS

Title: Safe and Drug-Free Schools and Communities Federal Activities Grants Program (FY96)

Description: Schools and community groups may apply for funding to develop initiatives to prevent violent and disorderly behavior among school-age youth by preventing truancy.

Amount: 24 grants totaling \$12 million

EZ/EC: Applications from Empowerment Zones or Enterprise Communities will receive preference.

Background on truancy:

Each day of the school year thousands of students are voluntarily absent from their classes without permission and often without the knowledge of their parents or guardians. In 1993, an estimated 300,000 students from among the 1.6 million enrolled in Los Angeles County Schools were truant on any given school day, while in New York City more than one-third of all high school students were chronically absent. Juveniles account for 18 percent of all violent crime arrests and 33 percent of all serious property crime reports. Many of these arrests occur between 10 a.m. and 4:00 p.m. Monday through Friday, the hours when young people are expected to be in school. In Los Angeles alone, city officials estimate that 85 percent of all daytime crime is committed by truant youth.

Questions on truancy following USA Today interview

Q. What is the timeline for the Secretary to respond to the President?

A. The Secretary is looking at ways to accomplish the President's goals other than through legislation and he will respond as soon as he has fully researched the issue. Just last week he met with 25 school security chiefs to discuss ways to lower truancy rates.

Q. What type of guidelines is the Secretary going to recommend?

A. In preparation for the new school year, we're working on an ~~action~~ guide for safe schools that discusses promising ways to prevent truancy, drugs and violence. This guide will allow states and communities to learn about successful programs around the country while maintaining their flexibility to implement the best program for their school. This is the type of program we're working on.

Q. How did the Secretary find out about the President's interest?

A. I believe they discussed it when they were together recently.

June 19, 1996

URGENT

MEMORANDUM

From: Dennis Burke
To: Michael Gordon
Subj: COMMENTS ON TRUANCY MANUAL

The basic 3-part format of the report (1. Statement of Problem, 2. Basic Elements of Solution, 3. Model Programs), looks good. The following are my comments on how each of these three sections might be reasonably strengthened in light of the present time constraints.

PART I: THE PROBLEM OF TRUANCY IN AMERICA'S COMMUNITIES:

1. SECTION TITLE: A minor point, here: I am concerned that neither "The Problem of Truancy in America's Communities" nor "Truancy: The First Step to a Lifetime of Problems" conveys the sense of urgency we would like to put forth. Perhaps something sharper and more dramatic like "The Truancy Crisis" or "Truancy: A Community Crisis."
2. FACTS/STATISTICS: I am including with these comments a three-page memo prepared by my office detailing some facts and statistics regarding the problem of truancy and prevention/abatement initiatives around the country which might prove helpful in supplementing your current database.
3. CONTENT - COSTS: I think it might be helpful in reworking this section to think about who this manual targets. It is my understanding that it is aimed at empowering a variety of officials at the local level (educators, politicians, law enforcement, social service providers) to design and implement effective truancy prevention programs.

With this in mind, I think we should be careful to include arguments which appeal to each of these constituencies. Because few doubt the negative impact of truancy on the truant student, I think we should cite that early and then quickly move on to the potentially more surprising negative impact of truancy on the community (in terms of day-time crime, truants becoming drop-outs and ending up on welfare roles, etc.). The emphasis should not be on showing that many students are absent (esp. since we don't have much national data here) but rather on showing *the real costs of truancy to the individual and community*.

4. CONTENT - RESULTS: It might also making the first section more compelling if we were to include a snapshot of the results realized by communities which have implemented comprehensive truancy prevention programs. I would suggest inserting something along the lines of the following:

EXAMPLE OF POSSIBLE PART I "RESULTS" INSERT

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

- In the two years since the inception of New York City's Truancy Squad Initiative, 107 guns have been confiscated, 1,321 runaways have been found, and nearly 90,000 truant students have been returned to schools. The city has seen a 30% drop in juvenile crime and daily school attendance has risen at all educational levels.
- Since instituting a daytime curfew in 1994, Monrovia, California witnessed a 35% reduction in daytime crime and a 42% reduction in school truancy. Because each student who stays in class instead of skipping nets the school district about \$25/day, officials estimate the truancy prevention program has generated a bonus of about \$220,000 for the 6,100-student school district.
- In Milwaukee, Wisconsin, a recent sample of students going through the city's Truancy Abatement and Burglary Suppression (TABS) program showed that 73% returned to school the next day. Meanwhile, daytime burglary has decreased 33% and daytime aggravated battery has gone down 29%.
- The Stop and Cite Program in Rohnert Park, California led to a 48% reduction in daylight burglaries during its first year of operation and an additional reduction of 16% in its second year. Over the same period, vandalism decreased 35%, thefts went down 12%, and estimated savings to the community amounted to \$262,000.

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

PART II: BASIC PROGRAM ELEMENTS

1. REORGANIZATION: The "five primary elements" outlined in this section should probably be consolidated and reorganized. I would suggest the following basic policy elements:

1. Apply firm sanctions for truancy early.

A. Stress that sanctions/interventions need to occur early (most teenage truants have an extremely high number of absences stretching back to their time in grade school; when a student has been missing 40 days of class a year since third grade, it's very difficult to bring them back into the system at the age of 16).

B. Stress that local authorities should be given a broad palette of punitive options to choose from to match each individual case. For students, options include: fines, suspension of driver's licenses (or preventing younger students from acquiring them), mandatory community service, failing grades, and mandatory counseling.

2. Involve parents and hold them accountable. (Combine elements 2 and 5)

A. Lead with what is currently element 5.

B. Then note that *because* "parents play such a fundamental role in the education of their children," they must be held accountable when their children are truant. For parents,

possible sanctions include: fines, mandatory service with the child's school district, and mandatory counseling and parenting classes.

3. Involve district and county law enforcement, courts, and welfare agencies. (Basically an expansion of element 4)

A. The body of this section is good but you might want to emphasize the importance of clarifying channels of communication and lines of jurisdiction in developing a comprehensive truancy prevention program. Also, you might want to emphasize the importance of inter-agency cooperation and the layered, tiered nature of most successful truancy abatement initiatives.

4. Start initiatives at school that prevent truancy.

A. This section is great. I would only suggest that it be placed at the end of the section rather than in the middle as the preceding sections on parental responsibility and inter-agency coordination are closely tied with the first section on applying firm sanctions for truancy.

2. **OTHER POINTS OF CONCERN:** While it is not our intent to endorse any of the examples cited in the paragraphs below each italicized recommendation, our citation of these examples might be read as the near equivalent of endorsement. I suggest that, where possible, we avoid any examples which might detract from the main thrust and impact of the manual. Specifically, these include the following:

1. "A school can suspend a student for truancy in such states as West Virginia." This amounts to saying, "We're going to tell a student they can't come to school because they haven't been coming to school." Unless we have data which shows this is effective, I would eliminate it.

2. "In some states parents who fail to see that their child attends school may be subject to fine or imprisonment or both." I would suggest that we not mention the imprisonment of parents (again, unless we have compelling data showing this is effective). You might substitute the practice of some communities (like Allegheny County, PA) where the parents of chronic truants are punished by having their child placed in the custody of child welfare authorities. However, when considered out of context, this is also a controversial provision. Perhaps it could be addressed *in context* (as part of a comprehensive tiered-response system) in the Model Program section.

3. "In Oklahoma, a family may not receive public assistance if a child is absent from school without a valid excuse 80% of the time or more." A variation on this technique is also used in Wisconsin--where it is called "Learnfare"--and had initially been proposed by the Republican governor of Connecticut (John G. Rowland). The Connecticut initiative stalled however when the Governor's own task force concluded that it would not be effective. Their findings were based in part on two Wisconsin studies which found that a state-wide Learnfare program had no impact on truancy (NYT, 5/7/96). Such programs are also open to the criticism that you are punishing all of the children in a family because one is incorrigible. I would suggest dropping this example as well.

PART III: MODEL PROGRAMS

1. Both the Education and Justice reports have much to contribute to this section. I think the most effective presentation of the information would combine the formats used in each of these

reports such that we provide first a "highlights" section--based on Education's outline approach--and then a "narrative" section--based on Justice's technique.

2. I would suggest adding a few elements to the template (demographic info, a local point-of-contact, etc.) to make this section more helpful for local officials trying to match their community with a model program.
3. Where possible, I think it is critical that we include a local Point-of-Contact (as Justice did in their report).
4. After an initial introductory paragraph or two, I would suggest the following template for presenting the model programs:

TEMPLATE FOR PRESENTATION OF PART III MODEL PROGRAMS

CITY, STATE

CITY PROFILES/COMMUNITY SNAPSHOT (demographic info/description of law enforcement resources/crime info/pre-reform attendance info - should be available in an atlas or from Census data)

PROGRAM ELEMENTS (as Education presented them)

COST-BENEFIT ANALYSIS (if the data is available, I think this would be a more helpful way of presenting results - citing any possible drawbacks (like increased overtime for police officers, increased court backlogs etc.) and placing these side-by-side with the benefits realized)

CRITICISMS AND RESPONSE (if applicable, I think it would be helpful either in the outline or the narrative section to discuss any criticisms from the community and the way local officials responded - for ex., the local ACLU often claims that day curfews are discriminatory and provide an excuse for police to harass minorities; county court systems often object to too many juvenile truancy cases being piled on their docket, and so on)

NARRATIVE (Including, as Justice did, a description of what inspired the community to take action, how their plan was designed and implemented, and any available program evaluations (both statistical and anecdotal)).

LOCAL POINT-OF-CONTACT (POC)

5. PITTSBURGH: I am also including information my office has received on a series of initiatives in Pittsburgh, PA which you might want to consider including as a model program. The local contact, Dr. Ron Cavotto (412-394-5717), is very well informed and very supportive of any anti-truancy initiatives.

PART IV: RESOURCES/SUMMARY

Last but not least, I think it would be helpful to integrate the Justice "resources" section into the summary/conclusion of the report.

Too much
to fax;
call if
you would like
us to send it
over ~~via~~ via
messenger.

Memorandum

DATE: June 19, 1996

TO: Dennis Burke

FROM: Dave Bonfili

RE: TRUANCY FACT SHEET

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

GENERAL FACTS/STATISTICS:

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

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

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

POLICY DETAILS:

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

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

CRITICISM OF POLICIES

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

FUTURE AREAS OF INQUIRY

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

NYPD Truancy Statistics for First Two Years of Truancy Squad Initiative

	School Yr. 1994-95	School Yr. 1995-96
Truants Returned to Schools	just under 42,000	just over 45,000
Runaways Located	595	726
Firearms Recovered	97	30
Other Weapons Recovered	530	325
Summons Issued	3,567	4,700
Juvenile Arrests	3,336	just under 3,000
Other Arrests of non-juveniles by Truancy Squad	1,933	1,200

Some Highlights:

- 107 guns have been confiscated from truants since the program's inception
- 1,321 runaways were found and returned to their families or referred to an appropriate social service intervention
- 855 other dangerous weapons were confiscated such as knives, box cutters, etc..
- The Board of Education estimates that every day, about 150,000 children, 15% of students, are absent from New York City Schools. While it is not known how many of these are truant, it is clear that a significant number of children are absent without cause are engaged in or become victims of criminal behavior.
- One third of all robbery suspects in 1992, who were described by their victims as 15 years of age or younger, committed their robberies during school hours, 9 a.m.- 3 p.m.



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MANUAL ON TRUANCY AND YOUTH CRIME

The Problem of Truancy in America's Communities

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

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

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

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

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

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

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Users' Guide to Deterring Truancy

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

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

1. *Apply firm sanctions for truancy*

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

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

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

3. *Start initiatives at school that discourage truancy*

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

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

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

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

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

5. *Involve parents in all truancy prevention activities*

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

Model Truancy Reduction Initiatives

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

Cincinnati, Ohio

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

Results: <getting this info>

New Haven, Connecticut

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

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

Rohnert Park, California

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

Results: During the program's first year in operation, daytime burglaries in Rohnert Park decreased 48 percent; during the second year, an additional 16 percent decrease was noted. Over the same two year period, vandalism decreased 35 percent, thefts decreased 12 percent and the savings to the community due to such improvement amounted to \$262,000. The program continues to have community support and to be effective in reducing truancy.

Milwaukee, Wisconsin

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

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

Atlantic County, New Jersey

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

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

Norfolk, Virginia

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

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

Marion, Ohio

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

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

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

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

Inglewood, California

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

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

For More Information

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

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

Inside the van, the South Family Bloods heard the siren, too.

They knew that "one-time" - their code for a police officer - had made his move.

Seconds earlier, Tavares Minor had spotted the cruiser and warned Walter "Dion" Harris to slow down. "Take your time. Maybe he won't mess with us." No chance now. Time to move. Fast.

"Dion, mash out!" Minor snapped.

For a moment, no one else said a word. Not Kevin Allen, who had a loaded assault rifle in a blue cloth bag under his seat. Not Little Ronney Perry, who had a 9 mm handgun in his lap. Not Harris. No one.

Maybe Harris could punch the accelerator, speed away from the officer and stop farther up the road, Minor thought hastily. Perry could bail out with the 9 mm, and Allen could run off with the rifle.

If police found Allen in the van with a gun, he was in deep trouble.

MEMORANDUM

TO: Dennis

FROM: Erik

SUBJECT: School Initiatives

Youth Out of the Education Mainstream (Truancy Reduction)

Attached are draft taking points and Qs and As Shay prepared for the AG. Basically, the initiative involves four DOJ/EDUC regional forums on proven strategies and grants to 10 cities to develop/expand truancy reduction initiatives. The first regional forum is in Boston on May 23. The AG is going to the LA forum on June 12; the other two are in Detroit and Atlanta. Reno is very hot on this project.

Conflict Resolution

Attached is part of the draft briefing memo on the conflict resolution initiative (see page 4). The initiative will be announced on May 29. There will be more than 175 downlink sites around the county. I don't know if the guidebook will be ready by then.

Safe Schools Guide

JJ and EDUC are preparing a "Safe Schools Guide." The Guide will provide advice to school administrators on gang reduction programs, locker searches, conflict resolution... Basically, we're using the school uniforms policy model and expanding it to other subjects. This would be a great hit for the President, but it won't be ready for a while.

Record Sharing

We've heard some complaints from law enforcement that it's too hard to share/exchange school records on delinquent juveniles. (They claim that federal and/or state laws impose too many burdens.) There are no DOJ prohibitions on this, but EDUC does have some restrictions. They're working to fix this. Also, we're preparing guidance for both schools and law enforcement on how to exchange information on delinquent kids. This should be ready within the next few weeks.

Call me if you have any questions. Thanks.

YOUTH OUT OF THE EDUCATION MAINSTREAM ATTORNEY GENERAL'S TALKING POINTS

- For too many youth, regular school attendance culminating in high school graduation is becoming an elusive goal. Starting as early as elementary school age, young people are turning away from school for a variety of reasons. These youngsters include truants, dropouts, students fearful of going to school, suspended and expelled youth, and adjudicated youth seeking to return to traditional school settings to complete their transition from school to work.
- These youth have been described as "a generation of strays—youngsters who through defiance and neglect drift away from the regimen of schools."
 - In 1993, 3.4 million persons between the ages of 16 and 24 dropped out of school before earning a high school diploma.
 - In many large metropolitan areas, as many as 20 percent of the students are truant each day.
 - Truants are responsible for an estimated 80 percent of daytime burglaries in many areas across the country.
- The reality is that teens who are not productively involved in either school or work are more vulnerable to delinquency, crime and diminished adult success.
 - Many do not have adequate supervision at home.
 - Many do not have positive role models or families that support education in general.
 - Many have committed crimes outside of school that are much more severe than those for which they were released from school.
 - And many abuse drugs and alcohol and are active gang members.

A recent nine-year study focusing on children ages 10 to 14 conducted by the Carnegie Council on Adolescent Development concludes that "the nation is neglecting its 19 million young adolescents to such an extent that half of them may

be irrevocably damaging their chances for productive and health futures. Ten-to-14-year olds are being abandoned by their governments, communities, schools and parents just when they most need guidance and support."

- These "throwaway" children are tomorrow's delinquents, and next year's criminals if law enforcement, schools, families, mental health and social service agencies, and juvenile justice do not come together now to address the problems they represent.
- Today I am pleased to share the podium with Secretary of Education Richard Riley to announce an initiative to utilize community partnerships in rallying groups and individuals across the country to bring youth out of the education mainstream back into the realm of schools, work and socially responsible citizenship.
- The Youth Out of the Education Mainstream Initiative entails
 - Four regional public forums for communities to share promising programs that address issues related to youth out of the educational mainstream;
 - Intensive training and technical assistance for 10 sites that will be selected through a competitive process.
 - A comprehensive resource document on effective programs and national organizations that can support them.
- The National School Safety Center has been commissioned to carry out the objectives of the Initiative. The National School Safety Center, now in its eleventh year of operation, represents a partnership and model of collaboration set forth by the U.S. Department of Justice and the U.S. Department of Education.
- All young people deserve a chance to demonstrate that they are capable of success. As schools, communities and youth-serving professionals work together, promising strategies will be discovered that more adequately meet the needs of this group of young people.

Q & A

Youth Out of the Education Mainstream Initiative

March, 1996

Q: What do you mean by youth outside of the education mainstream?

A: Serving youth outside the education mainstream is about delinquency prevention and education. When young people are truant from school, when they drop out, when they stay away from school because of fear, all of us lose. This Initiative is about inclusion. It is consistent with the President's commitment that we cannot afford to neglect the potential contribution of any student. Too many of our young people fall through the cracks and are caught in a downward spiral of disinterest and neglect.

The purpose of this Initiative is to recognize the worth of each child and to assist communities in developing comprehensive and systematic programs to better serve all of America's children.

Q: Why focus on this group of troubled kids?

A: We will support young people in either the criminal justice system or the educational system. Statistics tell us that kids who are not in school or working are often out in the community committing acts of crime and violence. Nearly half of the adult inmate population of this country are high school dropouts. In some states, it costs seven to eight times as much to incarcerate youngsters as it does to educate them. The Youth Out of the Education Mainstream program is about creating programs and services that support these young people, in terms of prevention, intervention and guidance for them as they return from incarceration to the educational mainstream.

Q: How will the Youth Out of the Education Mainstream Initiative support the vast majority of successful, responsible students who so often go unnoticed?

A: Serving youth out of the education mainstream does not mean that youth who are successful in traditional school settings will be ignored. It is quite the contrary. When youth out of the education mainstream are served, opportunities for success increase and educational quality and school climate improve for all children, as well as for the professionals who serve them. Serving youth out of the educational mainstream is a win-win strategy for everyone.

Q: Why will this program make a difference?

A: This program will make a difference if communities come together in partnership to serve young people in comprehensive and collaborative ways. Our present system often fragments services to young people and/or burdens schools alone with the task of remedying societal ills. This Initiative is designed to help communities work together more effectively and more efficiently. It is about empowering local community partnerships with ideas and strategies that have demonstrated promise.

Q: How do you expect only ten training sites to have any lasting national impact?

A: The Youth Out of the Education Mainstream program offers a tremendous opportunity to identify the supporting principles and strategies of successful programs that collaboratively address the needs of youth who are outside of the educational mainstream. Each Youth Out of the Education Mainstream training site will work with OJJDP and the U.S. Department of Education to evaluate their program to determine whether it has had an impact on truancy, juvenile crime and delinquency rates. The ultimate goal of the training programs will be to support other communities which are equally interested or engaged in bringing together resources on behalf of promoting educational access for all youth and reducing violence and crime. This will be done by sharing the lessons learned from the 10 training sites.

Q: Five of the ten sites are either Empowerment Zones or Enterprise Communities. What is the reasoning behind that decision?

A: This Administration has made a commitment to addressing the economic and social problems that confront some of our nation's most disadvantaged communities. Youth Out of the Education Mainstream builds upon that commitment by attending to the public safety and youth educational development issues which we know are so closely tied to successful economic development.

Each of the sites will be selected based upon its own merits. These are not just EZ/EC sites, but also sites that are willing to make a special collaborative commitment to youth out of the education mainstream and at high risk of delinquency.

Q: How is the Youth Out of the Education Mainstream program different from the Empowerment Zones, PACT, SafeFutures, Weed and Seed or Comprehensive Communities?

A: Youth Out of the Education Mainstream is not about seed money. It is about bringing together community resources so that they are used more efficiently to create a continuum of care. It is also about making sure that the juvenile justice system is involved in collaborative efforts to both encourage productivity and reduce crime and violence.

Q: How do the goals of the Youth Out of the Education Mainstream program fit with the recently released Carnegie report on adolescents?

A: What that report does is confirm what others and I have been saying all along about the need for a continuum of services from early childhood programs to opportunities and supports for young people. Youth Out of the Education Mainstream sites will be implementing precisely what the panel of experts that produced that report indicate must be done to ensure that our young people grow up free from fear and violence, and filled with hope and promise.

Q: What is the National School Safety Center's role in the Initiative?

A: The National School Safety Center has been commissioned to carry out the objectives of the Initiative. Specifically, NSSC will be responsible for the following:

planning and directly overseeing the year-long Initiative;

publicizing and conducting four regional public forums;

selecting 10 jurisdictions in conjunction with DOJ and DOEd to receive training and technical assistance;

developing a training curriculum providing substantive information and guidance on eight topics pertinent to serving youth out of the education mainstream;

compiling a resource document for follow-up use of participating jurisdictions and for the public at large;

and conducting progress evaluations, one during training sessions and a second evaluation based on training outcomes.

April 29, 1996

**Briefing for the Attorney General on the
Joint OJJDP and DOEd Initiatives**

May 2, 1996, 1:00 am

Attorney General Conference Room

POC: David Jones 4-2991

OJJDP POC: Sarah Ingersoll 6-3650

Material Prepared by OJJDP¹: 6-3650

Material Reviewed by Shay Bilchik, OJJDP: 7-5911

Material Reviewed by Kent Markus, OAG: 4-3008

Material Reviewed by Chris Sullivan, OLA: 4-3465

Material Reviewed by Bill Modzeleski, DOEd: 260-3954

I. PURPOSE

You will be briefed on three joint efforts between the Office of Juvenile Justice and Delinquency Prevention (OJJDP) and the Department of Education (DOEd). They are:

- 1) The *Youth Out Of the Education Mainstream Initiative* that will provide information and training on best practices for addressing the educational needs of young people who are truants, dropouts, fearful of attending school, suspended and expelled, or returning to school from juvenile corrections.
- 2) The *Conflict Resolution Initiative* that will provide training workshops and a Guidebook on the use of conflict resolution education programs in schools, youth-serving organizations, and community and juvenile justice settings.
- 3) An *Information Sharing and Confidentiality Initiative* that will, through a fact sheet, guidebook and training programs, clarify limits and opportunities for legal sharing of information across juvenile justice and education disciplines.

You will also be invited to participate in various aspects of these initiatives.

¹ Donni LeBoeuf, Ron Laney, Mike Medaris, Robin Delany-Shabazz and Sarah Ingersoll

II. BACKGROUND

The Office of Juvenile Justice and Delinquency Prevention (OJJDP) and the Office of Drug Planning and Outreach at the Department of Education (DoEd) have developed three joint initiatives which are commencing this Spring.

Youth Out of the Education Mainstream Initiative:

The first of these initiatives focuses on Youth Out of the Education Mainstream. This initiative is designed to focus attention on and facilitate implementation of promising, effective programs that address the problems of youth who are truants, dropouts, fearful of attending school, suspended and expelled, or returning to school from juvenile corrections. Regional forums and ten site-specific, intensive training and technical assistance programs will provide information on a range of effective and promising activities including teen courts, in-school suspension, school safety plans, career academies, school to work, school resource officers, and alternative/transition schools. At least five of these ten will be Empowerment Zones or Enterprise Communities.

The Office of Juvenile Justice and Delinquency Prevention and the U.S. Department of Education are providing \$800,000 over a one-year period to the National School Safety Center (NSSC) to direct and manage this Initiative.

(Attachment A: A National School Safety Center brochure.)

The initiative includes:

- **A Joint OJJDP/DOEd Announcement of the Initiative:** We are requesting your participation with Secretary Riley for this announcement. We are recommending that if schedules allow, this announcement and the first of the four regional meetings described below be combined to take place in Boston with programs showcased that represent effective and promising truancy and drop out prevention and reduction. The John F. Kennedy Library has agreed to host the announcement and first regional meeting along with the Boston Public School System and is reserving the date of May 23rd.

(Attachment B: Draft press release; talking points for the Attorney General; and Q& A)

(Attachment C: Preliminary list and summary description of programs that respond to youth out of the education mainstream.)

- **Four Regional Public Forums on Best Practices:** Leaders and representatives from schools, law enforcement, social services, and justice will be invited to learn about successful programs and how their organization can participate in the Youth Out of the

Educational Mainstream Initiative. The four forums will take place in Boston, Massachusetts; Atlanta, Georgia; Los Angeles, California; and Detroit, Michigan -- all of which are Empowerment Zones or Enhanced Enterprise Communities.

We are asking you or Secretary Riley to give the keynote address at least one of these Forums (dates TBD).

(Attachment D: Draft agenda for the Forums.)

- **Intensive Technical Assistance and Training to Ten Sites:** The selection of the 10 sites will be competitive through an application process. Five of the sites will be Empowerment Zones or Enterprise Communities (EZ/EC). The training curriculum will provide substantive information in the following eight areas: improving student attendance, reducing fear and intimidation; providing alternatives to troubled youth; re-integrating juvenile offenders into the school system; making campuses safe; creating partnerships; preparing for crises; sharing of student records; and balancing student rights and responsibilities. Technical assistance will be held at each site for 2 ½ days with follow-up technical assistance by teleconference to help in the implementation of these activities.

(Attachment E: Draft training program application.)

- **Broad Dissemination of Information Related to the Initiative:** The following activities are being planned for dissemination of information related to the initiative: fact sheets; articles for print, television, radio, and telecommunications; additional related conference presentations; dissemination of materials to a variety of national and state organizations that have local chapters for use in their publications and conference materials; and dissemination through the National School Safety Center News Service.
- **A Resource Document:** Lessons learned from the initiative will be produced at the end of the initiative. It will include a compendium of the training manual used by the National School Safety Center, descriptions of effective and promising education programs that address the needs of at-risk youth identified in this initiative, a directory of local and national programs and resources, and information on OJJDP's Corrections Education program.

(Attachment F: A fact sheet on the Juvenile Corrections Education Program and its accomplishments to date.)

The Conflict Resolution Initiative:

The Conflict Resolution Initiative is designed to build national momentum and provide guidance for incorporating conflict resolution programming into the curricula of schools, youth-serving organizations, and community and juvenile justice settings. A one-year grant of \$250,000 to the Illinois Institute for Dispute Resolution currently supports this initiative.

(Attachment G: A fact sheet on Illinois Institute for Dispute Resolution.)

The initiative includes:

- **A Joint OJJDP/DOEd Announcement of the Initiative at A National Satellite Teleconference on Conflict Resolution:** The teleconference will cover: the context of the problem, research that underscores the efficacy of conflict resolution programming on violence prevention, and will announce the specific activities DOJ and DOEd have planned to provide information on effective programming -- including a *Guide to Program Implementation in Schools, Youth-Serving Organizations, and Community and Juvenile Justice Settings* and regional implementation workshops.

The teleconference will provide to teachers and staff in schools, youth-serving organizations, and community and juvenile justice settings across the country research on conflict resolution programs that help prevent disputes from escalating into violent acts. It will include a panel consisting of youth, practitioners and policy makers who will explore the issues that face schools, families, juvenile facilities, youth-serving agencies, and community organizations in implementing conflict resolution programs; showcase examples of the major conflict resolution approaches through video footage; and invite dialogue from the participants at the down-link sites.

We are inviting you and Secretary Riley to participate in this teleconference announcement on May 29, 1996 at a local school with a downlink and uplink site. At the last OJJDP satellite teleconference on Boot Camps, there were 280 down-link sites. The Conflict resolution teleconference will also access school satellite systems around the country.

(Attachment I: OJJDP's flyer on the conflict resolution satellite teleconference.)

- **Release of Conflict Resolution Education: A Guide to Program Implementation in Schools, Youth-Serving Organizations, and Community and Juvenile Justice Settings (Guide):** This Guide is intended to increase the capacity of schools, families, youth-serving organizations, communities and juvenile justice systems to help youth acquire positive conflict resolution skills. The announcement will describe the purpose of the Guide and make participants aware of the resources available to help them select and successfully implement conflict resolution programming. Projected publishing date is



U.S. Department of Justice

Office of Justice Programs

Washington, D.C. 20531

Date: 3 June**FAX**

TO:

Dennis Burke

Phone:

456-5568

Fax:

456 7028

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Harri j. Kramer, APR

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Number of Pages:

6

(including cover)

Privacy - GDEM infoMatrix of #



Youth Out of the Education Mainstream Initiative

Juvenile justice and educational systems across the country are being challenged by the Youth Out of the Education Mainstream Initiative to create community alliances to help reduce the risk of delinquency for young people who are no longer attending school regularly and to draw these young people back into the realm of schools, work and socially responsible citizenship. The reality is that youth who are not involved in either school or work are more vulnerable to delinquency, crime and limited success as adults.

The Youth Out of the Education Mainstream Initiative (YOEM), jointly sponsored by the U.S. Departments of Justice and Education, is designed to help communities address irregular school attendance resulting from fear and intimidation, truancy, suspension/expulsion, school drop out, and poor re-integration from juvenile corrections settings into mainstream schools.

The Initiative will heighten awareness of the growing number of youth out of the educational mainstream and of the need for prevention and intervention programs that address the risk factors in these young persons' lives. The Initiative's overall goal is to help young people continue their education and work to achieve their full potential as socially responsible members of society.

The U.S. Department of Justice's Office of Juvenile Justice and Delinquency Prevention (OJJDP) and the U.S. Department of Education's Safe and Drug-Free Schools Program (SDFSP) have combined resources to fund the Youth Out of the Education Mainstream Initiative. These funds will support the operation of and the services provided by the National School Safety Center (NSSC) under the Initiative's year-long mandate.

The Initiative includes several key activities:

- A kick-off meeting in Boston on May 23, 1996, to announce the Initiative and describe its goal and related objectives and activities.
- Four public forums at regional sites across the nation to provide information and showcase effective and promising programs that address the five identified categories of youth out of the education mainstream.
- Training and technical assistance for 10 competitively selected jurisdictions to help develop or enhance existing programs that address the academic, psychological and social needs of youth out of the educational mainstream. Five of these sites will include Empowerment Zones, Enterprise Communities or Enhanced Enterprise Communities. (Note: No federal funds are available to the 10 selected training sites through the YOEM Initiative. The Initiative provides training and technical assistance through the National School Safety Center.)

- A comprehensive resource document to assist other communities interested in implementing their own programs.

The difference between victory and defeat often hinges on strong alliances made with good partners. In recent years, many communities have begun to recognize the power that partnerships generate in meeting the challenges of crime and delinquency, substance abuse, family disintegration, and declining neighborhoods. Collaboration across all levels of government, among agencies within levels of government, between public and private sector agencies, and with private citizens is becoming increasingly common. These community partnerships typically share some common themes:

- Recognition that many community problems are too complex and multifaceted to be solved by any one agency.
- Belief that problem solving is most effective when it is shared among community residents, the private sector, and local government, each having a vested interest in contributing to and maintaining the welfare of the community.
- Commitment to carrying out comprehensive, long-term approaches to meeting community needs.

Effective community partnerships generally result in communities revising their organizational structures and policies to accommodate new approaches, thus creating a forum for ongoing comprehensive planning and the development of systems to ensure follow-through, continuity, and achievement of community goals.

The Youth Out of the Education Mainstream program is designed to build on such partnerships by focusing on communitywide efforts to address school violence, truancy, dropouts, and suspension/expulsion; creating community-based alternatives for troubled youth; and improving the ability of school systems to respond effectively to adjudicated delinquents who re-enter school.

Young people deserve a chance to demonstrate that they are capable of success. We must reduce the number of students in danger of leaving the educational mainstream and bring back into the mainstream those youth who have left. Prevention and intervention programs which mediate the risk factors in young people's lives are urgently needed so that young people can achieve their potential and become positive contributors in American society.

For more information or questions about the Youth Out of the Education Mainstream Initiative, please contact the National School Safety Center, 4165 Thousand Oaks Blvd., Suite 290, Westlake Village, CA 91362, 805/373-9977, FAX 805/373-9977.

In addition, the Department of Education will soon be announcing in the Federal Register a new major grant program in support of this Initiative. Grants will be awarded for innovative programs and promising practices to address the problem of youth out of the education mainstream. To learn more about this program, contact the Safe and Drug-Free Schools Program of the Department of Education at 202/260-3954.



OFFICE OF JUSTICE PROGRAMS
FISCAL YEAR 1996 - FORMULA BASED PROGRAMS

STATE	BJA Byrne Formula	OJJDP Formula*	OJJDP Title V**	OJJDP Challenge*▼	OVC Victim Assistance	OVC Victim Compensation	OJP Corrections VOL-TIER I*◎	OJP Corrections RSATSP**◆	OJP VAWA STOP
ALABAMA	\$ 7,704,000	\$ 970,000	\$ 302,000	\$ 145,000	\$ 2,054,000	\$ 712,000	\$ 1,248,453	\$ 485,214	\$ 1,970,000
ALASKA	2,120,000	600,000	100,000	87,500	466,000	244,000	1,248,453	133,887	711,000
ARIZONA	7,481,000	1,023,000	319,000	153,000	1,990,000	307,000	1,248,453	501,066	1,920,000
ARKANSAS	4,975,000	600,000	179,000	86,000	1,278,000	866,000	1,248,453	268,923	1,355,000
CALIFORNIA	49,756,000	7,790,000	2,428,000	1,164,000	14,009,000	31,911,000	1,248,453	2,622,956	11,453,000
COLORADO	6,834,000	871,000	271,000	130,000	1,806,000	1,300,000	1,248,453	306,044	1,774,000
CONNECTICUT	6,245,000	707,000	215,000	106,000	1,639,000	550,000	1,248,453	303,393	1,641,000
DELAWARE	2,275,000	600,000	100,000	87,500	510,000	186,000	1,248,453	155,100	746,000
DISTRICT OF COLUMBIA	2,065,000	600,000	100,000	87,500	450,000	160,000	1,248,453	284,967	699,000
FLORIDA	22,746,000	2,929,000	913,000	438,000	6,330,000	4,602,000	1,248,453	1,290,470	5,362,000
GEORGIA	12,086,000	1,699,000	530,000	254,000	3,300,000	76,000	1,248,453	754,766	2,959,000
HAWAII	3,006,000	600,000	100,000	87,500	718,000	366,000	1,248,453	149,201	911,000
IDAHO	2,935,000	600,000	100,000	87,500	698,000	228,000	1,248,453	161,613	895,000
ILLINOIS	19,345,000	2,768,000	863,000	413,064	5,363,000	2,818,000	1,248,453	825,455	4,595,000
INDIANA	10,073,000	1,322,000	412,000	198,000	2,727,000	176,000	1,248,453	401,000	2,505,000
IOWA	5,556,000	654,000	204,000	98,000	1,443,000	626,000	1,248,453	208,726	1,486,000
KANSAS	5,131,000	619,000	193,000	92,000	1,322,000	616,000	1,248,453	232,455	1,390,000
KENTUCKY	7,098,000	871,000	271,000	130,000	1,881,000	236,000	1,248,453	328,947	1,834,000
LOUISIANA	7,852,000	1,109,000	346,000	166,000	2,096,000	204,000	1,248,453	576,634	2,004,000
MAINE	3,100,000	600,000	100,000	87,500	745,000	27,000	1,248,453	127,393	932,000
MARYLAND	8,920,000	1,134,000	353,000	169,000	2,399,000	290,000	1,248,453	511,326	2,245,000
MASSACHUSETTS	10,519,000	1,278,000	398,000	191,000	2,854,000	1,133,000	1,248,453	319,725	2,605,000

[* Estimated Grant Allocations]

FISCAL YEAR 1996 - FORMULA BASED PROGRAMS

STATE	BJA Byrne Formula	OJJDP Formula*	OJJDP Title V**	OJJDP Challenge*▼	OVC Victim Assistance	OVC Victim Compensation	OJP Corrections VOI-TIER I*○	OJP Corrections RSATSP**◆	OJP VAWA STOP
MICHIGAN	\$ 15,859,000	\$ 2,267,000	\$ 706,000	\$ 339,000	\$ 4,372,000	\$ 665,000	\$ 1,248,453	\$ 894,375	\$ 3,809,000
MINNESOTA	8,241,000	1,114,000	347,000	166,000	2,207,000	490,000	1,248,453	190,895	2,092,000
MISSISSIPPI	5,308,000	679,000	212,000	101,000	1,373,000	159,000	1,248,453	338,497	1,430,000
MISSOURI	9,340,000	1,238,000	386,000	185,000	2,519,000	1,289,000	1,248,453	463,272	2,339,000
MONTANA	2,507,000	600,000	100,000	87,500	576,000	133,000	1,248,453	133,964	798,000
NEBRASKA	3,692,000	600,000	124,000	87,500	913,000	86,000	1,248,453	153,178	1,066,000
NEVADA	3,435,000	600,000	105,000	87,500	840,000	0	1,248,453	243,215	1,008,000
NEW HAMPSHIRE	2,941,000	600,000	100,000	87,500	700,000	48,000	1,248,453	139,037	896,000
NEW JERSEY	13,398,000	1,734,000	540,000	259,000	3,673,000	2,236,000	1,248,453	591,736	3,254,000
NEW MEXICO	3,740,000	600,000	139,000	87,500	927,000	450,000	1,248,453	178,541	1,076,000
NEW YORK	29,261,000	4,050,000	1,230,000	605,000	8,183,000	4,166,000	1,248,453	1,416,014	6,832,000
N. CAROLINA	12,110,000	1,576,000	479,000	235,000	3,306,000	1,524,000	1,248,453	614,639	2,964,000
NORTH DAKOTA	2,170,000	600,000	100,000	87,500	480,000	95,000	1,248,453	111,080	722,000
OHIO	18,340,000	2,562,000	798,000	383,000	5,078,000	4,753,000	1,248,453	928,595	4,369,000
OKLAHOMA	6,219,000	790,000	246,000	118,000	1,631,000	451,000	1,248,453	437,621	1,635,000
OREGON	5,953,000	703,000	219,000	105,000	1,556,000	548,000	1,248,453	243,561	1,575,000
PENNSYLVANIA	19,808,000	2,602,000	811,000	389,000	5,495,000	1,734,000	1,248,453	672,781	4,700,000
RHODE ISLAND	2,725,000	600,000	100,000	87,500	638,000	401,000	1,248,453	135,559	848,000
S. CAROLINA	6,846,000	855,000	266,000	128,000	1,810,000	852,000	1,248,453	473,667	1,777,000
SOUTH DAKOTA	2,298,000	600,000	100,000	87,500	517,000	97,000	1,248,453	133,561	751,000
TENNESSEE	9,181,000	1,164,000	363,000	174,000	2,474,000	2,086,000	1,248,453	386,282	2,303,000
TEXAS	29,584,000	4,759,000	1,483,000	711,000	8,275,000	7,317,000	1,248,453	2,541,297	6,905,000

[* Estimated Grant Allocations]

FISCAL YEAR 1996 - FORMULA BASED PROGRAMS

STATE	BJA Byrne Formula	OJJDP Formula*	OJJDP Title V**	OJJDP Challenge*▼	OVC Victim Assistance	OVC Victim Compensation	OJP Corrections VOI-TIER I*○	OJP Corrections RSATSP*◆	OJP VAWA STOP
UTAH	\$ 4,132,000	\$ 603,000	\$ 188,000	\$ 90,000	\$ 1,038,000	\$ 662,000	\$ 1,248,453	\$ 162,228	\$ 1,165,000
VERMONT	2,080,000	600,000	100,000	87,500	455,000	106,000	1,248,453	114,481	702,000
VIRGINIA	11,309,000	1,439,000	448,000	215,000	3,079,000	644,000	1,248,453	624,093	2,783,000
WASHINGTON	9,441,000	1,264,000	394,000	189,000	2,547,000	3,831,000	1,248,453	318,437	2,362,000
WEST VIRGINIA	3,999,000	600,000	120,000	87,500	1,001,000	567,000	1,248,453	146,204	1,135,000
WISCONSIN	9,037,000	1,209,000	377,000	181,000	2,433,000	695,000	1,248,453	303,643	2,271,000
WYOMING	1,919,000	600,000	100,000	87,500	409,000	98,000	1,248,453	124,492	666,000
TERRITORIES:									
AMERICAN SAMOA	886,410	100,000	33,000	15,000	221,000	0	83,230	100,186	355,770
NORTHERN MARIANA	436,590	100,000	33,000	15,000	219,000	0	83,230	100,590	175,230
GUAM	1,390,000	100,000	33,000	15,000	258,000	0	83,230	105,412	546,000
PUERTO RICO	6,781,000	1,036,750	323,000	155,000	1,791,000	0	1,248,453	265,753	1,762,000
REPUBLIC OF PALAU	0	11,250	0	1,500	27,338	0	0	0	0
VIRGIN ISLANDS	1,341,000	100,000	33,000	15,000	245,000	26,000	83,230	103,856	536,000
TOTAL AVAILABLE	\$ 473,530,000	\$ 68,600,000	\$ 19,933,000	\$ 10,210,064	\$ 127,344,338	\$ 83,843,000	\$ 65,252,476	\$ 24,840,003	\$119,600,000

[* Estimated Grant Allocations]

[◆ Title V - Delinquency prevention funding to develop and implement comprehensive plans to prevent and reduce delinquency.]

[▼ Challenge - Funds to improve juvenile justice systems, including juvenile courts, juvenile corrections, and juvenile probation/aftercare programs.]

[○ Violent Offender Incarceration - Tier I: base amount guaranteed from prison funds. (Tier II & III eligibility depends on meeting statutory requirements.)]

[◆ Residential Substance Abuse Treatment for State Prisoners]

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NPR

SHOW: Morning Edition (NPR 6:00 am ET)

August 1, 1996

Transcript # 1924-13

TYPE: Package

SECTION: News; Domestic

LENGTH: 1851 words

HEADLINE: New California Ordinance Reducing Truancy

GUESTS: OMAR OFARO, Student; BEN GONZALES, LAPD; JOHN PALMROY, Parenting Class Instructor; LAURIE WEAVER, Parent of Truant Child; SYLVIA ARGUETTA, ACLU; YAGIYA GULESARIAN, Student; ALBERTO GOMEZ, Student

HIGHLIGHT:

A new city ordinance in Los Angeles allows police to ticket truant kids, levy hefty fines, and put parents into parenting classes to help reduce truancy. Thirty other localities have adopted similar measures.

BODY:

BOB EDWARDS, Host: This is Morning Edition; I'm Bob Edwards.

The Los Angeles Unified School District estimates that every day 20,000 students are absent without a valid excuse. But in Los Angeles and surrounding cities police are cracking down on truancy by finding teenagers and dragging their parents into court and into classes. Early evaluations show higher attendance rates and a decrease in youth-related crime. President Clinton has declared the new approach to truancy as a model for the nation.

Chris Arnold [sp] reports.

CHRIS ARNOLD, Reporter: The idea behind the new truancy policy is pretty simple - if a police officer catches a student cutting school, they write a ticket. In Los Angeles, a first offense is \$135, and for repeat offenders the penalty goes as high as \$675. But the students don't have to pay if they go back to school and keep a perfect attendance record for 60 straight days.

At Hollywood High School in Los Angeles, some kids are confused about how the truancy ordinance works.

1st STUDENT: If you don't come to school, you stay home, the cops come to your house. Why is that? [kids argue among themselves]

2nd STUDENT: If they catch you in the street, they give you ticket.

CHRIS ARNOLD: But pretty much every student in the school has heard that if they're off campus during school hours they might get a hefty ticket. The fine is levied against the student who is cutting class. But to pay, they have appear in court with a parent or a warrant can be issued for their arrest, and they won't be able to get a driver's license until they resolve the ticket.

Out by the street behind the school, 15-year-old Omar Ofaro [sp] is tapping his drum sticks against the building's brick wall. Omar says he doesn't cut classes, but some of his friends ditch school.

OMAR OFARO, Student: One of my friends got a ticket, but he didn't stop. He says, 'No one's going to stop me from doing what I want to do.' But most of my other friends, they stopped. When they got that ticket, they were like- their attendance at school totally changed. They're, like, going to every class now, because their parent's are, like, more on their cases than they used to.

CHRIS ARNOLD: What Omar is talking about is acknowledged by law enforcement officials who say that handing out tickets may not change the behavior of the really hardcore kids. LAPD detective Ben Gonzales [sp], who helped develop the truancy program, says the new police enforcement is reaching the many kids out there who aren't so committed to cutting classes, or who were just starting to ditch school and get into trouble. And Gonzales says that's important because truancy can lead to more serious problems.

BEN GONZALES, LAPD: We know that probably close to 85 percent of all inmates in the California state penitentiaries have one thing in common, and that one thing is a failed educational experience.

CHRIS ARNOLD: So, Gonzales hopes keeping kids in school, or at least off the streets where the police can catch them will also keep them from getting involved in crimes, and a study just completed by the department seems to suggest that that's what's happening. In the first 180 days since the city's new anti-truancy ordinance went into effect, Gonzales says across the board crimes that often involve youth have fallen dramatically. Car thefts are down 12 percent, overall burglary is down 8 percent, and shoplifting in the city of Los Angeles has fallen by 18 percent.

BEN GONZALES: Whenever you take a sample of 10 crimes which are the most commonly committed by juveniles and the entire sample of 10 crimes goes down significantly, that's very unusual. And the common denominator in this case would be the enforcement of the truancy ordinance.

CHRIS ARNOLD: Gonzales says the program is also trying to reach parents, many of whom are out of the house all day so it's easy for kids to intercept messages from school, and being called into court because of the truancy ticket is the first time the parents realize their kids are cutting school. Of course, there's a small percentage of parents who just don't seem to care. But judges say far more parents are having trouble controlling their kids. So, in some cases, a judge will waive a ticket on the condition that a parent attends a parenting class.

JOHN PALMROY, Parenting Class Instructor: [to group of parents] I need to let him know that I understand how he feels, and it's OK for him to feel angry. Nevertheless-

CHRIS ARNOLD: About 50 parents are gathered in a school classroom in Pomona, just outside Los Angeles, for a parenting class with Police Detective John Palmroy [sp]. Palmroy says what he does as the teacher is not just talk about parenting in vague philosophical terms, but to try and give parents some concrete tools they can start using right away to gain some more influence over their children. For example, he first tells parents they need to create some rules, with definite consequences.

JOHN PALMROY: Working with your support group, take a few minutes to develop a list of reasons-

CHRIS ARNOLD: Most of the parents here seem pretty engaged in the class. They're listening to the short lectures and then working on small group exercises. Still, spending one night a week for a month and a half packed into a classroom for four hours with a policeman at first isn't very appealing to many of the parents.

LAURIE WEAVER, Parent of Truant Child: That's what most of us on our first night here were complaining about. So, why are we here? We didn't do nothing wrong. In a way I don't think it's fair that we have to be here, but on the other hand, if you have to come and you have to come for these 18 hours, well then you better get as much as you can out of it.

CHRIS ARNOLD: Laurie Weaver [sp] is in the class because her son got a ticket for truancy while skateboarding in a parking lot during school hours. Like most of the other parents in the room, Weaver is attending classes to get around paying the fee. But now that she's here, she's found it's good to meet the other parents.

LAURIE WEAVER: It's nice because everybody is having the same problems with their kids, and when you have a kid like this, you start to feel kind of isolated or, you know, 'What am I doing wrong?' But I've never had a problem admitting that my kid is just- He's a little hellion, and he always has been from the day he was born. My other two, totally different. But he has always been this way. And if they think they can solve any of these problems I have with him, then I'm, 'OK, well, I'll listen then,' because in 14 years I haven't found too much that works. So, if it works, then I don't mind coming.

CHRIS ARNOLD: Of course, it may not work. Weaver says for years she's been going to school to meet teachers, have them sit her son in the front of the room, working with guidance counselors, taking him to psychiatrists. While the truancy tickets are written to the students who ditch school, many parents feel obligated to pay them. And if a kid keeps getting tickets, a parent like Weaver would have to keep taking time off, maybe missing work to go to court. Sure, that might hold an irresponsible parent more accountable, but for responsible parents it could be a hardship.

Sylvia Arguetta [sp], a staff attorney with the American Civil Liberties Union, says that becomes an even bigger problem if police are targeting certain groups more than others.

SYLVIA ARGUETTA, ACLU: Our concern is that the police not unfairly target minority kids, African-Americans, Latinos, Asians. And also on poor communities, because that is also another hardship, not just for the kids, but for their parents who come from a poor community and will now have to pay a fine and go to court. But, so far, Arguetta says the LAPD seems to be doing a pretty balanced job of enforcing the truancy policy. Also, she says that the parenting classes are a good approach, but there are far too few of them, especially in inner-city and lower-income areas. City officials acknowledge that there isn't funding available to offer parenting classes in more than a small fraction of the truancy cases.

[sounds of students talking, milling about]

In the courtyard at Hollywood High School some of the students have other objections to the truancy policy.

3rd STUDENT: The people who are, like, good and they work, they're nice. I don't want them to get a ticket.

CHRIS ARNOLD: Sixteen-year-old Yagiya Gulesarian [sp] says he doesn't ditch school, and he thinks most of the students that do should get a ticket. But he says at least some of the kids who aren't coming to school have dropped out to work real jobs because they need money, and the police will pick them up on their lunch break.

YAGIYA GULESARIAN: I've got a cousin who got a ticket like that. He was working and then the cops came and they gave him a about \$200-tickets.

CHRIS ARNOLD: But in the long run, isn't he going to be able to make more money if he's got a high school diploma-

YAGIYA GULESARIAN: He has been in a good job for, like, a year, and he likes the job, and he makes good money. He's an auto mechanic.

ALBERTO GOMEZ, Student: Yeah, I got a ticket.

CHRIS ARNOLD: Sixteen-year-old Alberto Gomez [sp] says he's not so sure what to think about the truancy ordinance. He says he doesn't like people taking his freedom away from him and threatening him with big fines. But at the same time he says the new policy is keeping more teenagers in school, himself included.

ALBERTO GOMEZ: Yeah, I guess so. I just started coming more to school after I got that ticket. It's going through that trouble again. Just getting that ticket, and not going to all that trouble that you go for, like, three months, going to court twice. The first day- the first day they cite you, and the second day, going to show up, you got to pay the fee or- to get off it. I think it's not worth it getting in all that trouble just for that.

CHRIS ARNOLD: So far some 30 localities throughout Southern California have adopted truancy ordinances. Other California cities, including San Francisco, are currently drafting similar legislation to try to keep kids in school.

In Los Angeles, I'm Chris Arnold reporting.

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

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

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

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

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

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

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

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

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

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

Society Pays the Price

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

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

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

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

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

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

below.

Truancy Program Thriving

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

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

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

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

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

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

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

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

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

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Truancy Program Targets Problems Before They Start

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

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

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

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

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

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

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

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

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

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

For more information contact:
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Chanute, KS 66720
(316) 431-5750

Program Offers a Helping Hand

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

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

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

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

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

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

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

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

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

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

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

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

Police and Youth Services Work Together To Fight Truancy

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

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

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

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

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

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

For more information contact:
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Helping Neglected Children Stay in School

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

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

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

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

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

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

For more information contact:

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Coalition Works to Save The Kids

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

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

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

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

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

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

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

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Summary

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

These communities are wise to be concerned. Students who miss school frequently often are unable to develop interpersonal relationships and to gain the knowledge and skills necessary for future employment. Frequent absences also affect school performance, which in turn can lead to delinquent behavior. A Department of Justice study found that students with low reading achievement show delinquent behavior more often than students with higher reading scores. This relationship between reading performance and delinquency appears even for first graders.⁸

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

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

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

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

Resources

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

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

Notes

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3. J. Richardson, "Searching for Answers to Student Absenteeism," *Detroit Free Press*, 7 February 1996.
4. B. Shuster, sec. A, p. 1.
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6. E.D. Wish, T.A. Gray, and E.B. Levine (1996). "Recent Drug Use in Female Juvenile Detainees: Estimates from Interviews, Urinalysis, and Hair Analysis," p. 4. Center for Substance Abuse Research, University of Maryland, College Park, MD.
7. B. Shuster, sec. A, p. 1.
8. D. Huizinga, R. Loeber, T. Thornberry (1995). "Urban Delinquency and Substance Abuse," p. 15. U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention.

Washington, DC.

9. M. McMillen, P. Kaufman, S. Whitener (1994). *Dropout Rates in the United States: 1993* U.S. Department of Education, National Center for Education Statistics, Washington, DC

MANUAL ON TRUANCY AND YOUTH CRIME

The Problem of Truancy in America's Communities

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

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

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

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

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

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

Users' Guide to Deterring Truancy

Ask: Who is this aimed at?

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

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

1. *Apply firm sanctions for truancy*

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

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

This is all -

— This could be for —

Many states have also begun sanctioning parents who do not support regular attendance. In some states parents who fail to see that their child attends school may be subject to fine or imprisonment or both. In addition, the fine amount can be increased for each period of truancy.

A parent can also be sentenced to complete a parenting education program or be ordered to perform six months of community service in the child's school district. In Oklahoma, a family may not receive public assistance if a child is absent from school without a valid excuse 80% of the time or more.

3. *Start initiatives at school that prevent truancy*

Fear of

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

service agencies.

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

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

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

5. *Involve parents in all truancy prevention activities*

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

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

Model Truancy Reduction Initiatives

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

1. New Haven, Connecticut

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

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

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

7. Rohnert Park, California

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

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

2. Milwaukee, Wisconsin

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

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

6. Atlantic County, New Jersey

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

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

5. Norfolk, Virginia

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

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

6. Marion, Ohio

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

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

court intervention is the next step.

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

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

For More Information

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

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

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(department seal)

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For additional copies, please call 1-800-624-0100

July 1, 1996

From: Dave Bonfil
To: Dennis Burke

Subj: COMMENTS ON FINAL DRAFT OF TRUANCY MANUAL

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

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

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

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

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

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

U.S. Department of Education



Michele Cavataio

Office of the Deputy Secretary

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Memo:

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

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

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

THANKS!

Michele



MANUAL ON TRUANCY AND YOUTH CRIME



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



The Problem of Truancy in America's Communities

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

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

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

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

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

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

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

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

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

Users' Guide to Deterring Truancy

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

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

1. Involve parents in all truancy prevention activities

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

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

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

2. Ensure that students face firm sanctions for truancy

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

3. Create meaningful incentives for parental responsibility

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

4. Establish ongoing truancy prevention programs in school

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



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

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

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

Model Truancy Reduction Initiatives

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

① Milwaukee, Wisconsin

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

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

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Rohnert Park, California

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

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

3

New Haven, Connecticut

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

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

4

Atlantic County, New Jersey

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

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

5

Oklahoma City, Oklahoma

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

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

Norfolk, Virginia

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

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Marion, Ohio

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

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

8

Peoria, Arizona

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

863-8000

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

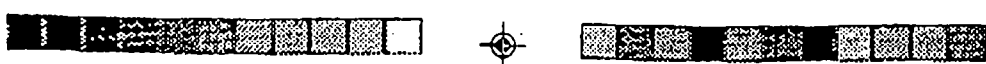
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Bakersfield, California

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

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

3415



Resources

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

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

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

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



The full text of this document is available through the
U.S. Department of Education World Wide Web site at
<http://www.ed.gov/>

For additional copies, please call 1-800-624-0100
For more information (about the content of this guide),
please call the Office of Safe and Drug Free Schools at the
U.S. Department of Education at (202)260-3954.

Memorandum

DATE: June 13, 1996

TO: Dennis Burke

FROM: Dave Bonfili 

RE: [TRUANCY FACT SHEET]

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

GENERAL FACTS/STATISTICS:

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

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

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

POLICY DETAILS:

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

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

CRITICISM OF POLICIES

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

FUTURE AREAS OF INQUIRY

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

U.S. DEPARTMENT OF EDUCATION
OFFICE OF ELEMENTARY AND SECONDARY EDUCATION
WASHINGTON, D.C. 20202-6123

APPLICATION FOR GRANTS FOR

SAFE AND DRUG-FREE SCHOOLS AND COMMUNITIES FEDERAL ACTIVITIES PROGRAM

Hate Crimes Prevention

CFDA Number: 84.184E

FORM APPROVED
OMB No. 1810-0551, Exp. Date: 9/11/96



DATED MATERIAL - OPEN IMMEDIATELY

CLOSING DATE: 8/2/96

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UNITED STATES DEPARTMENT OF EDUCATION
OFFICE OF ELEMENTARY AND SECONDARY EDUCATION

Dear Colleague:

Thank you for your interest in the Safe and Drug-Free Schools and Communities Federal Activities Grants Program (CFDA #84.184E).

The purpose of this program is to support the development of innovative programs that demonstrate effective new methods of ensuring safe and drug-free schools and communities. These programs ultimately are expected to provide models of proven, effective practice that will assist schools and communities around the nation to improve their programs under the SDFSCA.

This package contains the Notice of Final Priorities for fiscal year (FY) 1996 and the Notice Inviting Applications published in the Federal Register. Also enclosed are all the necessary forms and instructions needed to apply for a Safe and Drug-Free Schools and Communities Federal Activities grant.

Please review the enclosed materials and follow the instructions carefully in completing your grant application. Also, make sure that your application complies with each requirement and is submitted by the announced closing date as specified in the Notice Inviting Applications.

Upon receipt of your application, the Application Control Center will assign it a proposal request number (PR#), which will be sent to the authorized official whose signature appears on the face page. Please refer to this number in any future correspondence concerning your application.

If you have any questions or need additional information concerning the program or the application process, please contact Charlotte Gillespie of the Safe and Drug-Free Schools Program at (202) 260-3954.

Sincerely,

William Modzeleski
Director, Safe and Drug-Free
Schools Program

Enclosure

4000-01P

DEPARTMENT OF EDUCATION

(CFDA No.: 84.184E)

Safe and Drug-Free Schools and Communities Federal Activities

Grants Program (Hate Crimes Prevention)

Notice inviting applications for new awards for fiscal year (FY)
1996.

NOTE TO APPLICANTS: This notice is a complete application package. Together with the statute authorizing the program and applicable regulations governing the program, including the Education Department General Administrative Regulations (EDGAR), the notice contains all of the information, application forms, and instructions needed to apply for a grant under this competition.

PURPOSE OF PROGRAM: To fund the development and implementation of innovative, effective strategies for preventing and reducing the incidence of crimes and conflicts motivated by hate in localities directly affected by hate crimes.

ELIGIBLE APPLICANTS: Public and private nonprofit organizations and individuals, including local educational agencies.

DEADLINE FOR RECEIPT OF APPLICATIONS: August 2, 1996

DEADLINE FOR INTERGOVERNMENTAL REVIEW: September 2, 1996

AVAILABLE FUNDS: \$2,000,000

ESTIMATED RANGE OF AWARDS: \$100,000 - \$300,000

ESTIMATED AVERAGE SIZE OF AWARDS: \$200,000

ESTIMATE NUMBER OF AWARDS: 10

NOTE: The Department is not bound by any estimates in this notice.

PROJECT PERIOD: Up to 12 months.

APPLICABLE REGULATIONS:

(a) The Education Department General Administrative Regulations (EDGAR) as follows:

(1) 34 CFR Part 74 (Administration of Grants to Institutions of Higher Education, Hospitals, and Nonprofit Organizations).

(2) 34 CFR Part 75 (Direct Grant Programs).

(3) 34 CFR Part 77 (Definitions that Apply to Department Regulations).

(4) 34 CFR Part 79 (Intergovernmental Review of Department of Education Programs and Activities).

(5) 34 CFR Part 80 (Uniform Administrative Requirements for Grants and Cooperative Agreements to State and Local Governments).

(6) 34 CFR Part 81 (General Education Provisions Act--Enforcement).

(7) 34 CFR Part 82 (New Restrictions on Lobbying).

(8) 34 CFR Part 85 (Governmentwide Debarment and Suspension (Nonprocurement) and Governmentwide Requirements for Drug-Free Workplace (Grants)).

(9) 34 CFR Part 86 (Drug-Free Schools and Campuses).

(NOTE: As of July 1, 1995, Part 86 of EDGAR no longer applies to SEAs and LEAs. It continues to apply to IHEs. This change results from the Improving America's Schools Act of 1994, Pub.L. 103-382.)

DESCRIPTION OF PROGRAM: The seventh National Education Goal provides that, by the year 2000, all schools in America will be free of drugs and violence and the unauthorized presence of firearms and alcohol and offer a disciplined environment that is conducive to learning. The State grant portion of the Safe and Drug-Free Schools and Communities Act (SDFSCA) provides funding to 97 percent of school districts in the nation to assist them in preventing violence in and around schools, promoting safety and discipline for students, and preventing the illegal use of alcohol, tobacco, and other drugs. The Safe and Drug-Free Schools Federal Activities Grants Program reinforces that effort by supporting the development of innovative programs that (1) demonstrate effective new methods of ensuring safe and drug-free schools and communities, and (2) ultimately will provide models of proven effective practice that will assist schools and communities around the nation to improve their programs under the SDFSCA.

Public and private nonprofit organizations and individuals receiving funds under this program may not use funds for construction (except for minor remodeling needed to carry out the

activities described in the application) and medical services, drug treatment or rehabilitation, except for pupil services or referral to treatment for students who are victims of or witnesses to crime or who use alcohol, tobacco, or drugs.

The term 'nonprofit', as applied to a school, agency, organization, or institution means a school, agency, organization, or institution owned and operated by one or more nonprofit corporations or associations, no part of the net earnings of which inures, or may lawfully inure, to the benefit of any private shareholder or individual.

In making awards under this grant program, the Secretary may take into consideration the geographic distribution and diversity of activities addressed by the projects, in addition to the rank order of applications.

Background:

Consistent with the definition used by the Department of Justice, a hate crime is a criminal offense committed against a person or property that is motivated, in whole or in part, by the offender's bias against a race, religion, ethnic/national origin, or sexual orientation group.

National attention has focused on the recent wave of church burnings and the need to intervene forcefully to prevent these criminal acts and to promote tolerance among races, cultures, and religions. A recent report in The Washington Post

(Wednesday, June 19, 1996, page A1) notes: "The people burning down black churches in the South are generally white, male and young, usually economically marginalized or poorly educated, frequently drunk or high on drugs, rarely affiliated with hate groups, but often deeply driven by racism...." In the last 18 months, according to the Bureau of Alcohol, Tobacco and Firearms, there have been 37 suspicious fires at predominantly African American churches and 23 suspicious fires at predominantly white churches.

Data collected from six States as part of the Department of Justice study on juvenile hate crime suggest that an estimated 17 percent to 26 percent of all hate crimes recorded by law enforcement can be attributed to persons under the age of 18. The study also identified a correlation between involvement in hate crime offenses and gang-related crime.

PRIORITY:

The priority in the notice of final priorities for this program, as published elsewhere in this issue of the FEDERAL REGISTER and repeated below, applies to this competition.

Under 34 CFR 75.105(c)(3) and the Safe and Drug-Free Schools and Communities Act of 1994, the Secretary gives an absolute preference to applications that meet the following priority. The Secretary funds under this competition only applications that meet the absolute priority.

Absolute Priority--Developing and implementing innovative, effective strategies for preventing and reducing the incidence of crimes and conflicts motivated by hate in localities directly affected by hate crimes.

Applicants proposing a project under this priority must--

(1) Describe the problem that will be addressed, including an assessment of the number of persons who will benefit from the project;

(2) Demonstrate that the community to be served by the project has a significant level of crime or conflict motivated by hate;

(3) Describe the activities to be implemented and explain how they are based on research and best practices, how they will lead to sustained improvements in the school and community environment, and how they will be cost-effective and replicable;

(4) Provide evidence of collaboration with the following groups in the planning and implementation of the program--

(i) Students and families,

(ii) Local school officials and teachers,

(iii) Community leaders and representatives from groups such as religious, business, and civic organizations, and

(iv) Juvenile justice, law enforcement, and community policing representatives;

(5) Identify the roles and responsibilities of each participating group;

(6) Describe the behavioral, developmental, or theoretical basis for the proposed project and provide evidence for its effectiveness in preventing and reducing the incidence of crimes and conflicts motivated by hate;

(7) Identify the intended audience to be served and describe how the proposed activities are appropriate for the target population;

(8) Provide a detailed plan of implementation, including evidence of ability to begin service delivery within four months of the grant award;

(9) Identify performance goals for the project and provide a description of how progress toward achieving goals will be measured; and

(10) Provide evidence of the proposed strategy's potential to provide a replicable model of effective practice for other schools and communities facing similar problems.

SELECTION CRITERIA:

(a)(1) The Secretary uses the following selection criteria to evaluate applications for new grants under this competition.

(2) The maximum score for all of these criteria is 100 points.

(3) The maximum score for each criterion is indicated in parentheses.

(b) The criteria.-- (1) Meeting the purposes of the authorizing statute. (30 Points) the Secretary reviews each application to determine how well the project will meet the purpose of the Safe and Drug-Free Schools and Communities Act of 1994 including consideration of--

- (i) The objectives of the project; and
- (ii) How the objectives of the project further the purposes of the Safe and Drug-Free Schools and Communities Act of 1994.

(2) Extent of need for the project. (30 points) The Secretary reviews each application to determine the extent to which the project meets specific needs recognized in the Safe and Drug-Free Schools and Communities Act of 1994, including consideration of--

- (i) The needs addressed by the project;
- (ii) How the applicant identified those needs;
- (iii) How those needs will be met by the project; and
- (iv) The benefits to be gained by meeting those needs.

(3) Plan of Operation. (20 points) The Secretary reviews each application to determine the quality of the plan of operation for the project, including--

- (i) The quality of the design of the project;
- (ii) The extent to which the plan of management is effective and ensures proper and efficient administration of the project;

(iii) How well the objectives of the project relate to the purpose of the program;

(iv) The quality of the applicant's plan to use its resources and personnel to achieve each objective; and

(v) How the applicant will ensure that project participants who are otherwise eligible to participate are selected without regard to race, color, national origin, gender, age, or handicapping condition.

(4) Quality of key personnel. (7 points)

(i) The Secretary reviews each application to determine the quality of key personnel the applicant plans to use on the project, including--

(A) The qualifications of the project director (if one is to be used);

(B) The qualifications of each of the other key personnel to be used in the project;

(C) The time that each person referred to in paragraphs

(b)(4)(i)(A) and (B) will commit to the project; and

(D) How the applicant, as part of its nondiscriminatory employment practices, will ensure that its personnel are selected for employment without regard to race, color, national origin, gender, age, or handicapping condition.

(ii) To determine personnel qualifications under paragraphs (b)(4)(i)(A) and (B), the Secretary considers--

(A) Experience and training in fields related to the objectives of the project; and

(B) Any other qualifications that pertain to the quality of the project.

(5) Budget and cost effectiveness. (5 points) The Secretary reviews each application to determine the extent to which--

- (i) The budget is adequate to support the project; and
- (ii) Costs are reasonable in relation to the objectives of the project.

(6) Evaluation plan. (5 points) The Secretary reviews each application to determine the quality of the evaluation plan for the project, including the extent to which the applicant's methods of evaluation--

- (i) Are appropriate to the project; and
- (ii) To the extent possible, are objective and produce data that are quantifiable.

(Cross-reference: See 34 CFR 75.590 Evaluation by the grantee.)

(7) Adequacy of resources. (3 points) The Secretary reviews each application to determine the adequacy of the resources that the applicant plans to devote to the project, including facilities, equipment, and supplies.

INTERGOVERNMENTAL REVIEW OF FEDERAL PROGRAMS:

This program is subject to the requirements of Executive Order 12372 (Intergovernmental Review of Federal Programs) and the regulations in 34 CFR Part 79.

The objective of the Executive order is to foster an intergovernmental partnership and to strengthen federalism by relying on State and local processes for State and local government coordination and review of proposed Federal financial assistance.

Applicants must contact the appropriate State Single Point of Contact to find out about, and to comply with, the State's process under Executive Order 12372. Applicants proposing to perform activities in more than one State should immediately contact the Single Point of Contact for each of those States and follow the procedure established in each State under the Executive order. If you want to know the name and address of any State Single Point of Contact, see the list published in the FEDERAL REGISTER on August 10, 1995 (60 FR 40980 and 40981).

In States that have not established a process or chosen a program for review, State, areawide, regional, and local entities may submit comments directly to the Department.

Any State Process Recommendation and other comments submitted by a State Single Point of Contact and any comments from State, areawide, regional, and local entities must be

received by the date indicated in this notice at the following address: The Secretary, E.O.12372--CFDA # 84.184E, U.S. Department of Education, Room 6213, 600 Independence Ave., SW, Washington, D.C. 20202-0125.

Recommendations or comments may be hand-delivered until 4:30 p.m. (Washington, D.C. time) on the date indicated in this notice.

PLEASE NOTE THAT THE ABOVE ADDRESS IS NOT THE SAME ADDRESS AS THE ONE TO WHICH THE APPLICANT SUBMITS ITS COMPLETED APPLICATION. DO NOT SEND APPLICATIONS TO THE ABOVE ADDRESS.
INSTRUCTIONS FOR TRANSMITTAL AND RECEIPT OF APPLICATIONS.

(a) If an applicant wants to apply for a grant, the applicant shall--

(1) Mail the original and two copies of the application to:

U.S. Department of Education
Application Control Center
Attention: (CFDA # 84.184E)
Washington, D.C. 20202-4725

NOTE: All applications must be received by August 2, 1996.
Applications received after that time will not be eligible for funding. Postmarked dates will not be accepted.

(2) Hand deliver the original and two copies of the application by 4:30 p.m. (Washington, D.C. time) on the deadline date to:

U.S. Department of Education
Application Control Center
Attention: (CFDA# 84.184E)
Room #3633
Regional Office Building #3
7th and D Streets, S.W.
Washington, D.C.

NOTES:

(1) The Application Control Center will mail a Grant Application Receipt Acknowledgement to each applicant. If an applicant fails to receive the notification of application receipt within 15 days from the date of mailing the application, the applicant should call the U.S. Department of Education Application Control Center at (202) 708-9494.

(2) The applicant must indicate on the envelope and--if not provided by the Department--in Item 10 of the Application for Federal Assistance (Standard Form 424) the CFDA number--and suffix letter, if any--of the competition under which the application is being submitted.

APPLICATION INSTRUCTIONS AND FORMS:

The appendix to this application is divided into three parts plus a statement regarding estimated public reporting burden and various assurances and certifications. These parts and additional materials are organized in the same manner that the submitted application should be organized. The parts and additional materials are as follows:

PART I: Application for Federal Assistance (Standard Form 424 (Rev. 4-88)) and instructions.

PART II: Budget Information--Non-Construction Programs (ED Form No. 524) and instructions.

PART III: Application Narrative.

ADDITIONAL MATERIALS:

Estimated Public Reporting Burden.

Assurances--Non-Construction Programs (Standard Form 424B).

Certifications regarding Lobbying; Debarment, Suspension, and Other Responsibility Matters; and Drug-Free Workplace Requirements (ED 80-0013).

Certification regarding Debarment, Suspension, Ineligibility and Voluntary Exclusion: Lower Tier Covered Transactions (ED 80-0014, 9/90) and instructions. (Note: ED 80-0014 is intended for the use of grantees and should not be transmitted to the Department.)

Disclosure of Lobbying Activities (Standard Form LLL) (if applicable) and instructions. This document has been marked to reflect statutory changes. See the notice published by the Office of Management and Budget at 61 FR 1413 (January 19, 1996).

Notice to All Applicants.

An applicant may submit information on a photostatic copy of the application and budget forms, the assurances, and the

certifications. However, the application form, the assurances, and the certifications must each have an original signature. No grant may be awarded unless a completed application form has been received.

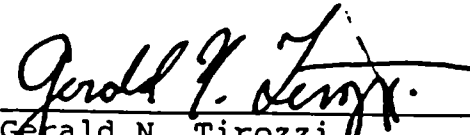
FOR FURTHER INFORMATION CONTACT: Charlotte D. Gillespie, U.S. Department of Education, 600 Independence Ave., SW, Room 604 Portals, Washington, D.C. 20202-6123. Individuals who use a telecommunications device for the deaf (TDD) may call the Federal Information Relay Service (FIRS) at 1-800-877-8339 between 8 a.m. and 8 p.m., Eastern time, Monday through Friday.

Information about the Department's funding opportunities, including copies of application notices for discretionary grant competitions, can be viewed on the Department's electronic bulletin board (ED Board), telephone (202) 260-9950; or on the Internet Gopher Server at GOPHER.ED.GOV (under Announcements,

Bulletins and Press Releases); or on the World Wide Web at (<http://www/ed/gov/money.html>). However, the official application notice for a discretionary grant competition is the notice published in the FEDERAL REGISTER.

PROGRAM AUTHORITY: 20 U.S.C. 7131

Dated: JUN 26 1996



Gerald N. Tirozzi
Assistant Secretary for Elementary
and Secondary Education

PART III--APPLICATION NARRATIVE

INSTRUCTIONS FOR PART III--APPLICATION NARRATIVE

Before preparing the Application Narrative an applicant should read carefully the description of the program, the information regarding priorities, and the selection criteria the Secretary uses to evaluate applications.

The narrative should encompass each function or activity for which funds are being required and should--

1. Begin with an Abstract; that is, a summary of the proposed project;
2. Describe the proposed project in light of each of the selection criteria in the order in which the criteria are listed in this application package; and
3. Include any other pertinent information that might assist the Secretary in reviewing the application.

The Secretary strongly requests the applicant to limit the Application Narrative to no more than 25 double-spaced, typed pages (on one side only), although the Secretary will consider applications of greater length.

"TITLE IV—SAFE AND DRUG-FREE SCHOOLS AND COMMUNITIES

"SEC. 4001. SHORT TITLE.

"This title may be cited as the 'Safe and Drug-Free Schools and Communities Act of 1994'.

"SEC. 4002. FINDINGS.

"The Congress finds as follows:

"(1) The seventh National Education Goal provides that by the year 2000, all schools in America will be free of drugs and violence and the unauthorized presence of firearms and alcohol, and offer a disciplined environment that is conducive to learning.

"(2) The widespread illegal use of alcohol and other drugs among the Nation's secondary school students, and increasingly by students in elementary schools as well, constitutes a grave threat to such students' physical and mental well-being, and significantly impedes the learning process. For example, data show that students who drink tend to receive lower grades and are more likely to miss school because of illness than students who do not drink.

"(3) Our Nation's schools and communities are increasingly plagued by violence and crime. Approximately 3,000,000 thefts and violent crimes occur in or near our Nation's schools every year, the equivalent of more than 16,000 incidents per school day.

"(4) Violence that is linked to prejudice and intolerance victimizes entire communities leading to more violence and discrimination.

"(5) The tragic consequences of violence and the illegal use of alcohol and drugs by students are felt not only by students and such students' families, but by such students' communities and the Nation, which can ill afford to lose such students' skills, talents, and vitality.

"(6) While use of illegal drugs is a serious problem among a minority of teenagers, alcohol use is far more widespread. The proportion of high school students using alcohol, though lower than a decade ago, remains unacceptably high. By the 8th grade, 70 percent of youth report having tried alcohol and by the 12th grade, about 88 percent have used alcohol. Alcohol use by young people can and does have adverse consequences for users, their families, communities, schools, and colleges.

"(7) Alcohol and tobacco are widely used by young people. Such use can, and does, have adverse consequences for young people, their families, communities, schools, and colleges. Drug prevention programs for youth that address only controlled drugs send an erroneous message that alcohol and tobacco do not present significant problems, or that society is willing to overlook their use. To be credible, messages opposing illegal drug use by youth should address alcohol and tobacco as well.

(6) Every day approximately 3,000 children start smoking. Thirty percent of all secondary school seniors are smokers. Half of all new smokers begin smoking before the age of 14, 90 percent of such smokers begin before the age of 21, and the average age of the first use of smokeless tobacco is under the age of 10. Use of tobacco products has been linked to serious health problems. Drug education and prevention programs that include tobacco have been effective in reducing teenage use of tobacco.

"(9) Drug and violence prevention programs are essential components of a comprehensive strategy to promote school safety and to reduce the demand for and use of drugs throughout the Nation. Schools and local organizations in communities throughout the Nation have a special responsibility to work together to combat the growing epidemic of violence and illegal drug use and should measure the success of their programs against clearly defined goals and objectives.

"(10) Students must take greater responsibility for their own well-being, health, and safety if schools and communities are to achieve the goals of providing a safe, disciplined, and drug-free learning environment.

"SEC. 4003. PURPOSE.

"The purpose of this title is to support programs to meet the seventh National Education Goal by preventing violence in and around schools and by strengthening programs that prevent the illegal use of alcohol, tobacco, and drugs, involve parents, and are coordinated with related Federal, State, and community efforts and resources, through the provision of Federal assistance to—

"(1) States for grants to local educational agencies and educational service agencies and consortia of such agencies to establish, operate, and improve local programs of school drug and violence prevention, early intervention, rehabilitation referral, and education in elementary and secondary schools (including intermediate and junior high schools);

"(2) States for grants to, and contracts with, community-based organizations and other public and private nonprofit agencies and organizations for programs of drug and violence prevention, early intervention, rehabilitation referral, and education;

"(3) States for development, training, technical assistance, and coordination activities;

"(4) public and private nonprofit organizations to conduct training, demonstrations, and evaluation, and to provide supplementary services for the prevention of drug use and violence among students and youth; and

"(5) institutions of higher education to establish, operate, expand, and improve programs of school drug and violence prevention, education, and rehabilitation referral for students enrolled in colleges and universities.

"SEC. 4004. FUNDING.

"There are authorized to be appropriated—

"(1) \$630,000,000 for fiscal year 1995, and such sums as may be necessary for each of the four succeeding fiscal years, for State grants under subpart 1; and

"(2) \$25,000,000 for fiscal year 1995, and such sums as may be necessary for each of the 4 succeeding fiscal years, for national programs under subpart 2.

"Subpart 2—National Programs

"SEC. 4121. FEDERAL ACTIVITIES.

"(a) PROGRAM AUTHORIZED.—From funds made available to carry out this subpart under section 4004(2), the Secretary, in consultation with the Secretary of Health and Human Services, the Director of the Office of National Drug Control Policy, the Chair of the Ounce of Prevention Council, and the Attorney General, shall carry out programs to prevent the illegal use of drugs and violence among, and promote safety and discipline for, students at all educational levels from preschool through the postsecondary level. The Secretary shall carry out such programs directly, or through grants, contracts, or cooperative agreements with public and private non-profit organizations and individuals, or through agreements with other Federal agencies, and shall coordinate such programs with other appropriate Federal activities. Such programs may include—

"(1) the development and demonstration of innovative strategies for training school personnel, parents, and members of the community, including the demonstration of model preservice training programs for prospective school personnel;

"(2) demonstrations and rigorous evaluations of innovative approaches to drug and violence prevention;

"(3) the provision of information on drug abuse education and prevention to the Secretary of Health and Human Services for dissemination by the clearinghouse for alcohol and drug abuse information established under section 501(d)(16) of the Public Health Service Act;

"(4) the development of curricula related to child abuse prevention and education and the training of personnel to teach child abuse education and prevention to elementary and secondary school children;

"(5) program evaluations in accordance with section 14701 that address issues not addressed under section 4117(a);

"(6) direct services to schools and school systems afflicted with especially severe drug and violence problems;

"(7) activities in communities designated as empowerment zones or enterprise communities that will connect schools to community-wide efforts to reduce drug and violence problems;

"(8) developing and disseminating drug and violence prevention materials, including video-based projects and model curricula;

"(9) developing and implementing a comprehensive violence prevention strategy for schools and communities, that may include conflict resolution, peer mediation, the teaching of law and legal concepts, and other activities designed to stop violence;

"(10) the implementation of innovative activities, such as community service projects, designed to rebuild safe and healthy neighborhoods and increase students' sense of individual responsibility;

"(11) grants to noncommercial telecommunications entities for the production and distribution of national video-based projects that provide young people with models for conflict resolution and responsible decisionmaking;

"(12) the development of education and training programs, curricula, instructional materials, and professional training and development for preventing and reducing the incidence of crimes and conflicts motivated by hate in localities most directly affected by hate crimes; and

"(13) other activities that meet unmet national needs related to the purposes of this title.

"(b) PEER REVIEW.—The Secretary shall use a peer review process in reviewing applications for funds under this section.

§ 75.191

and other individuals experienced in dissemination.

(Authority: 20 U.S.C. 1221e-3(a)(1) and 1474)

§ 75.191 Consultation costs.

An applicant may budget reasonable consultation fees or planning costs in connection with the development of curricula or instructional materials.

(Authority: 20 U.S.C. 1221e-3(a)(1) and 1474)

§ 75.192 Dissemination.

If an applicant proposes to publish and disseminate curricula or instructional materials under a grant, the applicant shall include an assurance in its application that the curricula or materials will reach the populations for which the curricula or materials were developed.

(Authority: 20 U.S.C. 1221e-3(a)(1) and 1474)

Subpart D-How Grants Are Made

SELECTION OF NEW PROJECTS

75.200 How applications for new grants and cooperative agreements are selected for funding; standards for use of cooperative agreements.

(a) *Direct grant programs.* The Department administers two kinds of direct grant programs. A direct grant program is either a discretionary grant or a formula grant program.

(b) *Discretionary grant programs.* (1) A discretionary grant program is one that permits the Secretary to use discretionary

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judgment in selecting applications for funding.

CROSS-REFERENCE. See § 75.219
Exceptions to the procedures under § 75.217.

(2) The Secretary uses selection criteria to evaluate the applications submitted for new grants under a discretionary grant program.

(3) If a program does not have regulations, the Secretary uses the selection criteria in § 75.210 to select grantees under the program.

(4) The Secretary may award a cooperative agreement instead of a grant if the Secretary determines that substantial involvement between the Department and the recipient is necessary to carry out a collaborative project.

(5) The Secretary uses the selection procedures in this subpart to select recipients of cooperative agreements.

(c) *Formula grant programs.* (1) A formula grant program is one that entitles certain applicants to receive grants if they meet the requirements of the program. Applicants do not compete with each other for the funds, and each grant is either for a set amount or for an amount determined under a formula.

(2) The Secretary applies the program statute and regulations to fund projects under a formula grant program.

(Authority: 20 U.S.C. 1221e-3(a)(1))

[45 FR 22497, Apr. 3, 1980. Redesignated at 45 FR 77368, Nov. 21, 1980, and amended at 52 FR 27803, July 24, 1987; 57 FR 30338, July 8, 1992]

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§ 75.201 How to use the selection criteria.

(a) *Unweighted criteria.* If the selection criteria for a program are not weighted, the Secretary evaluates each criterion equally.

(b) *Weighted criteria.* If the selection criteria for a program are weighted, the Secretary assigns in the program regulations a total number of points that an applicant may receive under all of the criteria.

(Authority: 20 U.S.C. 1221e-3(a)(1) and 3474)

[45 FR 22497, Apr. 3, 1980. Redesignated at 45 FR 77368, Nov. 21, 1980, and amended at 52 FR 27803, July 24, 1987]

§§ 75.202-75.206 [Reserved]

§ 75.210 Selection criteria for a discretionary grant program that does not have regulations.

(a) *How this section works.* (1) If a discretionary grant program does not have implementing regulations, the Secretary uses the criteria in this section to evaluate applications for new grants under the program.

(2) The maximum score for all of the criteria in this section is 100 points.

(3) Subject to paragraph (c) of this section, the maximum score for each criterion is indicated in parentheses with the criterion.

(b) *The criteria.* (1) *Meeting the purposes of the authorizing statute.* (30 points) The Secretary reviews each application to determine how well the project will meet the purpose of the statute that authorizes the program, including consideration of:

(i) The objectives of the project; and

§ 75.21

(ii) How the objectives of the project further the purposes of the authorizing statute.

(2) *Extent of need for the project.* (20 points) The Secretary reviews each application to determine the extent to which the project meets specific needs recognized in the statute that authorizes the program, including consideration of:

(i) The needs addressed by the project;

(ii) How the applicant identified those needs;

(iii) How those needs will be met by the project; and

(iv) The benefits to be gained by meeting those needs.

(3) *Plan of operation.* (15 points) The Secretary reviews each application to determine the quality of the plan of operation for the project, including:

(i) The quality of the design of the project;

(ii) The extent to which the plan of management is effective and ensures proper and efficient administration of the project.

(iii) How well the objectives of the project relate to the purpose of the program;

(iv) The quality of the applicant's plan to use its resources and personnel to achieve each objective;

(v) How the applicant will ensure that project participants who are otherwise eligible to participate are selected without regard to race, color, national origin, gender, age, or handicapping condition; and

(vi) For grants under a program that requires the applicant to provide an opportunity for participation of students enrolled in private schools, the quality of the applicant's plan to provide that opportunity.

(4) *Quality of key personnel.* (7 points)

(i) The Secretary reviews each application to determine the quality of key

personnel the applicant plans to use on the project, including:

- (A) The qualifications of the project director (if one is to be used);
- (B) The qualifications of each of the other key personnel to be used in the project;

(C) The time that each person referred to in paragraphs (b)(4)(i) (A) and (B) of this section will commit to the project; and

(D) How the applicant, as part of its nondiscriminatory employment practices, will ensure that its personnel are selected for employment without regard to race, color, national origin, gender, age, or handicapping condition.

(ii) To determine personnel qualifications under paragraphs (b)(4)(i) (A) and (B) of this section, the Secretary considers:

- (A) Experience and training in fields related to the objectives of the project; and
- (B) Any other qualifications that pertain to the quality of the project.

(5) *Budget and cost effectiveness.* (5 points) The Secretary reviews each application to determine the extent to which:

- (i) The budget is adequate to support the project; and
- (ii) Costs are reasonable in relation to the objectives of the project.

(6) *Evaluation plan.* (5 points) The Secretary reviews each application to determine the quality of the evaluation plan for the project, including the extent to which the applicant's methods of evaluation:

- (i) Are appropriate to the project; and
 - (ii) To the extent possible, are objective and produce data that are quantifiable.
- (Cross-reference: See 34 CFR 75.590 evaluation by the grantee.)

(7) *Adequacy of resources.* (3 points) The Secretary reviews each application to determine the adequacy of the resources at the applicant plans to devote to the

project, including facilities, equipment, and supplies.

(c) *Weighting the criteria.* (15 points) The Secretary distributes an additional 15 points among the criteria listed in paragraph (b) of this section. The Secretary indicates in the application notice for the program how these 15 points are distributed.

(Approved by the Office of Management and Budget under control number 1880-0513)

(Authority: 20 U.S.C. 1221e-3(a)(1) and 3474)

[52 FR 27803, July 24, 1987, as amended at 53 FR 49143, Dec. 6, 1988]

SELECTION PROCEDURES

§ 75.215 How the Department selects a new project: purpose of §§75.216-75.222.

Sections 75.216-75.222 describe the process the Secretary uses to select applications for new grants. All of these sections apply to a discretionary grant program. However, only §75.216 applies also to a formula grant program.

CROSS-REFERENCE. See §75.200(b) Discretionary grant program, and (c) Formula grant program.

(Authority: 20 U.S.C. 1221e-3(a)(1) and 3474)

§ 75.216 Applications not evaluated for funding.

The Secretary does not evaluate an application if-

- (a) The applicant is not eligible;

(b) The applicant does not comply with all of the procedural rules that govern the submission of the application;

(c) The application does not contain the information required under the program; or

(d) The proposed project cannot be funded under the authorizing statute or implementing regulations for the program.

(Authority: 20 U.S.C. 1221e-3(a)(1) and 3474)

[57 FR 30338, July 8, 1992]

§ 75.217 How the Secretary selects applications for new grants.

(a) The Secretary selects applications for new grants on the basis of the authorizing statute, the selection criteria, and any priorities or other requirements that have been published in the *Federal Register* and apply to the selection of those applications.

(b)(1) The Secretary may use experts to evaluate the applications submitted under a program.

(2) These experts may include persons who are not employees of the Federal Government.

(c) The Secretary prepares a rank order of the applications based solely on the evaluation of their quality according to the selection criteria.

(d) The Secretary then determines the order in which applications will be selected for grants. The Secretary considers the following in making these determinations:

- (1) The information in each application.
- (2) The rank ordering of the applications.
- (3) Any other information relevant to a criterion, priority, or other requirement that applies to the selection of applications for new grants, including information concerning the applicant's use of funds under a previous award under the same Federal program.

(Authority: 20 U.S.C. 1221e-3(a)(1) and 3474)

[52 FR 27804, July 24, 1987]

§ 75.218 Applications not evaluated or selected for funding.

(a) The Secretary informs an applicant if its application-

- (1) Is not evaluated; or
- (2) Is not selected for funding.

(b) If an applicant requests an explanation of the reason its application was not evaluated or selected, the Secretary provides that explanation.

(Authority: 20 U.S.C. 1221e-3(a)(1) and 3474)

[57 FR 30338, July 8, 1992]

§ 75.219 Exceptions to the procedures under §75.217.

The Secretary may select an application for funding without following the procedures in §75.217 if:

(a) The objectives of the project cannot be achieved unless the Secretary makes the grant before the date grants can be made under the procedures in §75.217; or

(b)(1) The application was evaluated under the preceding competition of the program;

(2) The application rated high enough to deserve selection under §75.217; and

(3) The application was not selected for funding because the application was mishandled by the Department.

(Authority: 20 U.S.C. 1221e-3(a)(1) and 3474)

[45 FR 22497, Apr. 3, 1980. Redesignated at 45 FR 77368, Nov. 21, 1980, and amended at 52 FR 27804, July 24, 1987]

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4000-01P

DEPARTMENT OF EDUCATION

Safe and Drug-Free Schools and Communities Federal Activities
Grants Program (Hate Crimes Prevention)

AGENCY: Department of Education

ACTION: Notice of Final Priority for Fiscal Year 1996

SUMMARY: The Secretary announces a final priority for fiscal year (FY) 1996 under the Safe and Drug-Free Schools and Communities Federal Activities Grants Program. The Secretary takes this action to focus Federal financial assistance on unmet national needs. Under this priority, the Department will fund the development and implementation of innovative, effective strategies for preventing and reducing the incidence of crimes and conflicts motivated by hate in localities directly affected by hate crimes. Strategies may include, but need not be limited to: (1) developing and disseminating curricula or other instructional materials on the causes and consequences of hate-motivated behavior and effective measures of intervening with youth to prevent such behaviors; (2) school-community partnerships that provide opportunities for youth to engage in service learning activities designed to reduce the incidence of crimes and conflicts motivated by hate; and (3) training of school personnel, parents, and community members on issues related to crimes and conflicts motivated by hate.

EFFECTIVE DATE: This priority takes effect (insert 30 days after publication in the FEDERAL REGISTER).

FOR FURTHER INFORMATION CONTACT: Charlotte Gillespie, U.S. Department of Education, 600 Independence Ave., S.W., Room 604 Portals, Washington, D.C. 20202-6123. Telephone: (202) 260-3954. Individuals who use a telecommunications device for the deaf (TDD) may call the Federal Information Relay Service (FIRS) at 1-800-877-8339 between 8 a.m. and 8 p.m., Eastern time, Monday through Friday.

SUPPLEMENTARY INFORMATION: The seventh National Education Goal provides that, by the year 2000, all schools in America will be free of drugs and violence and the unauthorized presence of firearms and alcohol and will offer a disciplined environment that is conducive to learning. The State grant portion of the Safe and Drug-Free Schools and Communities Act (SDFSCA) provides funding to 97 percent of school districts in the Nation to assist them in preventing violence in and around schools, promoting safety and discipline for students, and preventing the illegal use of alcohol, tobacco, and other drugs. The SDFSCA Federal Activities Grants Program reinforces that effort by supporting the development of innovative programs that (1) demonstrate effective new methods of ensuring safe and drug-free schools and communities, and (2) ultimately will provide models of proven effective practice that will assist schools and communities around the Nation to improve their programs under the SDFSCA.

This notice contains one absolute priority to be applied to this competition under the Safe and Drug-Free Schools and Communities Federal Activities Grants Program.

The Secretary will award approximately 10 grants in fiscal year 1996 to public and private nonprofit organizations and individuals, including local educational agencies, for applications that address the absolute priority in a particularly innovative and effective manner. Grants will be for a period of one year; however, because of the urgent national need for effective programs to address violent behavior motivated by hate, applications must clearly demonstrate an ability to begin service delivery to the target audience within four months of the grant award.

In making awards under this grant program, the Secretary may take into consideration the geographic distribution and diversity of activities addressed by the projects, in addition to the rank order of applicants.

Contingent upon the availability of funds, the Secretary may make additional awards in fiscal year 1997 from the rank-ordered list of unfunded applicants from this competition.

NOTE: This notice of final priorities does not solicit applications. A notice inviting applications under this competition is published in a separate notice in this issue of the FEDERAL REGISTER.

Applications for this competition must be received at the address specified in the notice inviting applications for this competition no later than 4:30 p.m. on August 2, 1996.
Applications received after that time will not be eligible for funding. Postmarked dates will not be accepted.

PRIORITIES:

Under 34 CFR 75.105(c)(3) and the Safe and Drug-Free Schools and Communities Act, the Secretary gives an absolute preference to applications that meet the following priority. The Secretary funds under this competition only applications that meet this absolute priority:

Absolute Priority--Developing and implementing innovative, effective strategies for preventing and reducing the incidence of crimes and conflicts motivated by hate in localities directly affected by hate crimes.

Applicants proposing a project under this priority must--

(1) Describe the problem that will be addressed, including an assessment of the number of persons who will benefit from the project;

(2) Demonstrate that the community to be served by the project has a significant level of crime or conflict motivated by hate;

(3) Describe the activities to be implemented and explain how they are based on research and best practices, how they will lead to sustained improvements in the school and community environment, and how they will be cost-effective and replicable;

(4) Provide evidence of collaboration with the following groups in the planning and implementation of the program--

- (i) Students and families,
- (ii) Local school officials and teachers,

(iii) Community leaders and representatives from groups such as religious, business, and civic organizations, and

(iv) Juvenile justice, law enforcement, and community policing representatives;

(5) Identify the roles and responsibilities of each participating group;

(6) Describe the behavioral, developmental, or theoretical basis for the proposed project and provide evidence for its effectiveness in preventing and reducing the incidence of crimes and conflicts motivated by hate;

(7) Identify the intended audience to be served and describe how the proposed activities are appropriate for the target population;

(8) Provide a detailed plan of implementation, including evidence of ability to begin service delivery within four months of the grant award;

(9) Identify performance goals for the project and provide a description of how progress toward achieving goals will be measured; and

(10) Provide evidence of the proposed strategy's potential to provide a replicable model of effective practice for other schools and communities facing similar problems.

WAIVER OF PROPOSED RULEMAKING:

In accordance with the Administrative Procedure Act (5 U.S.C. 553), it is the practice of the Department to offer interested parties the opportunity to comment on proposed rules.

Ordinarily, this practice would have applied to the rules in this notice. However, the Secretary waives rulemaking under section 553(b)(B) of the Administrative Procedures Act. This section provides that rulemaking is not required when the agency for good cause finds that notice and public procedure are impracticable, unnecessary, or contrary to the public interest. The Secretary believes that, in order to make timely grant awards using Fiscal Year (FY) 1996 funds, public comment on those rules is impracticable. Congress did not appropriate FY 1996 funds for this program until April 26, 1996. The Secretary must make new awards no later than September 30, 1996. Moreover, the Safe and Drug-Free Schools and Communities National Programs statute is designed to address emergency needs in drug and violence prevention. Programs need to be implemented as early as possible in the 1996-97 school year. Due to the delay in the appropriation of FY 1996 funds, it is now impracticable to receive public comments and still allow FY 1996 awards to be made by September 30, 1996.

INTERGOVERNMENTAL REVIEW:

This program is subject to the requirements of Executive Order 12372 (Intergovernmental Review of Federal Programs) and the regulations in 34 CFR Part 79.

The objective of the Executive order is to foster an intergovernmental partnership and to strengthen federalism by relying on processes developed by State and local governments for coordination and review of proposed Federal financial assistance.

In accordance with the order, this document is intended to provide early notification of the Department's specific plans and actions for this program.

Program Authority: 20 U.S.C. 7131

Dated: JUN 26 1996



Gerald N. Tirozzi,
Assistant Secretary for Elementary and
Secondary Education.

(Catalog of Federal Domestic Assistance Program Number 84.184E
Safe and Drug-Free Schools and Communities Act Federal Activities
Grants Program)

220000

FEDERAL ASSISTANCE

2. DATE SUBMITTED

Applicant Identifier

1. TYPE OF SUBMISSION:

Application

☐ Construction

☒ Non-Construction

Preapplication

☐ Construction

☐ Non-Construction

3. DATE RECEIVED BY STATE

State Application Identifier

4. DATE RECEIVED BY FEDERAL AGENCY

Federal Identifier

5. APPLICANT INFORMATION

Legal Name:

Organizational Unit:

Address (give city, county, state, and zip code):

Name and telephone number of the person to be contacted on matters involving this application (give area code)

6. EMPLOYER IDENTIFICATION NUMBER (EIN):

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7. TYPE OF APPLICATION:

☐ New ☐ Continuation ☐ Revision

If Revision, enter appropriate letter(s) in box(es). ☐ ☐

A. Increase Award B. Decrease Award C. Increase Duration

D. Decrease Duration Other (specify):

7. TYPE OF APPLICANT: (enter appropriate letter in box)

- | | |
|--|---|
| ☐ A. State | ☐ H. Independent School Dist. |
| ☐ B. County | ☐ I. State Controlled Institution of Higher Learning |
| ☐ C. Municipal | ☐ J. Private University |
| ☐ D. Township | ☐ K. Indian Tribe |
| ☐ E. Interstate | ☐ L. Individual |
| ☐ F. Intermunicipal | ☐ M. Profit Organization |
| ☐ G. Special District | ☐ N. Other (Specify): |

9. NAME OF FEDERAL AGENCY:

U.S. Department of Education

10. CATALOG OF FEDERAL DOMESTIC ASSISTANCE NUMBER:

8 4 - 1 8 4E

TITLE: Federal Activities Grants Program (Hate Crimes Prevention)

11. DESCRIPTIVE TITLE OF APPLICANT'S PROJECT:

12. AREAS AFFECTED BY PROJECT (cities, counties, states, etc.):

13. PROPOSED PROJECT:

Start Date

Ending Date

14. CONGRESSIONAL DISTRICTS OF:

a. Applicant

b. Project

15. ESTIMATED FUNDING:

a. Federal	\$	.00
b. Applicant	\$	.00
c. State	\$	.00
d. Local	\$	.00
e. Other	\$	.00
f. Program Income	\$	.00
g. TOTAL	\$	.00

16. IS APPLICATION SUBJECT TO REVIEW BY STATE EXECUTIVE ORDER 12372 PROCESS?

a. YES THIS PREAPPLICATION/APPLICATION WAS MADE AVAILABLE TO THE STATE EXECUTIVE ORDER 12372 PROCESS FOR REVIEW ON:

DATE

b. NO. ☐ PROGRAM IS NOT COVERED BY E.O. 12372

☐ OR PROGRAM HAS NOT BEEN SELECTED BY STATE FOR REVIEW

17. IS THE APPLICANT DELINQUENT ON ANY FEDERAL DEBT?

☐ Yes If "Yes," attach an explanation.

☐ No

18. TO THE BEST OF MY KNOWLEDGE AND BELIEF, ALL DATA IN THIS APPLICATION/PREAPPLICATION ARE TRUE AND CORRECT. THE DOCUMENT HAS BEEN DULY AUTHORIZED BY THE GOVERNING BODY OF THE APPLICANT AND THE APPLICANT WILL COMPLY WITH THE ATTACHED ASSURANCES IF THE ASSISTANCE IS AWARDED

a. Typed Name of Authorized Representative

b. Title

c. Telephone number

d. Signature of Authorized Representative

e. Date Signed

INSTRUCTIONS FOR THE SF 424

This is a standard form used by applicants as a required facesheet for preapplications and applications submitted for Federal assistance. It will be used by Federal agencies to obtain applicant certification that States which have established a review and comment procedure in response to Executive Order 12372 and have selected the program to be included in their process, have been given an opportunity to review the applicant's submission.

- | Item: | Entry: | Item: | Entry: |
|-------|--|-------|--|
| 1. | Self-explanatory. | 12. | List only the largest political entities affected (e.g., State, counties, cities). |
| 2. | Date application submitted to Federal agency (or State if applicable) & applicant's control number (if applicable). | 13. | Self-explanatory. |
| 3. | State use only (if applicable). | 14. | List the applicant's Congressional District and any District(s) affected by the program or project. |
| 4. | If this application is to continue or revise an existing award, enter present Federal identifier number. If for a new project, leave blank. | 15. | Amount requested or to be contributed during the first funding/budget period by each contributor. Value of in-kind contributions should be included on appropriate lines as applicable. If the action will result in a dollar change to an existing award, indicate <u>only</u> the amount of the change. For decreases, enclose the amounts in parentheses. If both basic and supplemental amounts are included, show breakdown on an attached sheet. For multiple program funding, use totals and show breakdown using same categories as item 15. |
| 5. | Legal name of applicant, name of primary organizational unit which will undertake the assistance activity, complete address of the applicant, and name and telephone number of the person to contact on matters related to this application. | 16. | Applicants should contact the State Single Point of Contact (SPOC) for Federal Executive Order 12372 to determine whether the application is subject to the State intergovernmental review process. |
| 6. | Enter Employer Identification Number (EIN) as assigned by the Internal Revenue Service. | 17. | This question applies to the applicant organization, not the person who signs as the authorized representative. Categories of debt include delinquent audit disallowances, loans and taxes. |
| 7. | Enter the appropriate letter in the space provided. | 18. | To be signed by the authorized representative of the applicant. A copy of the governing body's authorization for you to sign this application as official representative must be on file in the applicant's office. (Certain Federal agencies may require that this authorization be submitted as part of the application.) |
| 8. | Check appropriate box and enter appropriate letter(s) in the space(s) provided:
— "New" means a new assistance award.
— "Continuation" means an extension for an additional funding/budget period for a project with a projected completion date.
— "Revision" means any change in the Federal Government's financial obligation or contingent liability from an existing obligation. | | |
| 9. | Name of Federal agency from which assistance is being requested with this application. | | |
| 10. | Use the Catalog of Federal Domestic Assistance number and title of the program under which assistance is requested. | | |
| 11. | Enter a brief descriptive title of the project. If more than one program is involved, you should append an explanation on a separate sheet. If appropriate (e.g., construction or real property projects), attach a map showing project location. For preapplications, use a separate sheet to provide a summary description of this project. | | |



U.S. DEPARTMENT OF EDUCATION

BUDGET INFORMATION

NON-CONSTRUCTION PROGRAMS

OMB Control No. 1875-0102

Expiration Date: 9/30/98

Name of Institution/Organization

Applicants requesting funding for only one year should complete the column under "Project Year 1." Applicants requesting funding for multi-year grants should complete all applicable columns. Please read all instructions before completing form.

SECTION A - BUDGET SUMMARY
U.S. DEPARTMENT OF EDUCATION FUNDS

Budget Categories	Project Year 1 (a)	Project Year 2 (b)	Project Year 3 (c)	Project Year 4 (d)	Project Year 5 (e)	Total (f)
1. Personnel						
2. Fringe Benefits						
3. Travel						
4. Equipment						
5. Supplies						
6. Contractual						
7. Construction						
8. Other						
9. Total Direct Costs (lines 1-8)						
10. Indirect Costs						
11. Training Stipends						
12. Total Costs (lines 9-11)						

Name of Institution/Organization

Applicants requesting funding for only one year should complete the column under "Project Year 1." Applicants requesting funding for multi-year grants should complete all applicable columns. Please read all instructions before completing form.

**SECTION B - BUDGET SUMMARY
NON-FEDERAL FUNDS**

Budget Categories	Project Year 1 (a)	Project Year 2 (b)	Project Year 3 (c)	Project Year 4 (d)	Project Year 5 (e)	Total (f)
1. Personnel						
2. Fringe Benefits						
3. Travel						
4. Equipment						
5. Supplies						
6. Contractual						
7. Construction						
8. Other						
9. Total Direct Costs (lines 1-8)						
10. Indirect Costs						
11. Training Stipends						
12. Total Costs (lines 9-11)						

SECTION C - OTHER BUDGET INFORMATION (see instructions)

Public reporting burden for this collection of information is estimated to vary from 13 to 22 hours per response, with an average of 17.5 hours, including the time for reviewing instructions, searching existing data sources, gathering and maintaining the data needed, and completing and reviewing the collection of information. Send comments regarding this burden estimate or any other aspect of this collection of information, including suggestions for reducing this burden, to the U.S. Department of Education, Information Management and Compliance Division, Washington, D.C. 20202-4651; and the Office of Management and Budget, Paperwork Reduction Project 1875-0102, Washington, D.C. 20503.

INSTRUCTIONS FOR ED FORM NO. 524

General Instructions

This form is used to apply to individual U.S. Department of Education discretionary grant programs. Unless directed otherwise, provide the same budget information for each year of the multi-year funding request. Pay attention to applicable program specific instructions, if attached.

Section A - Budget Summary U.S. Department of Education Funds

All applicants must complete Section A and provide a breakdown by the applicable budget categories shown in lines 1-11.

Lines 1-11, columns (a)-(e): For each project year for which funding is requested, show the total amount requested for each applicable budget category.

Lines 1-11, column (f): Show the multi-year total for each budget category. If funding is requested for only one project year, leave this column blank.

Line 12, columns (a)-(e): Show the total budget request for each project year for which funding is requested.

Line 12, column (f): Show the total amount requested for all project years. If funding is requested for only one year, leave this space blank.

Section B - Budget Summary Non-Federal Funds

If you are required to provide or volunteer to provide matching funds or other non-Federal resources to the project, these should be shown for each applicable budget category on lines 1-11 of Section B.

Lines 1-11, columns (a)-(e): For each project year for which matching funds or other contributions are provided, show the total contribution for each applicable budget category.

Lines 1-11, column (f): Show the multi-year total for each budget category. If non-Federal contributions are provided for only one year, leave this column blank.

Line 12, columns (a)-(e): Show the total matching or other contribution for each project year.

Line 12, column (f): Show the total amount to be contributed for all years of the multi-year project. If non-Federal contributions are provided for only one year, leave this space blank.

Section C - Other Budget Information Pay attention to applicable program specific instructions, if attached.

1. Provide an itemized budget breakdown, by project year, for each budget category listed in Sections A and B.
2. If applicable to this program, enter the type of indirect rate (provisional, predetermined, final or fixed) that will be in effect during the funding period. In addition, enter the estimated amount of the base to which the rate is applied, and the total indirect expense.
3. If applicable to this program, provide the rate and base on which fringe benefits are calculated.
4. Provide other explanations or comments you deem necessary.

PART III--APPLICATION NARRATIVE

INSTRUCTIONS FOR PART III--APPLICATION NARRATIVE

Before preparing the Application Narrative an applicant should read carefully the description of the program, the information regarding priorities, and the selection criteria the Secretary uses to evaluate applications.

The narrative should encompass each function or activity for which funds are being required and should--

1. Begin with an Abstract; that is, a summary of the proposed project;
2. Describe the proposed project in light of each of the selection criteria in the order in which the criteria are listed in this application package; and
3. Include any other pertinent information that might assist the Secretary in reviewing the application.

The Secretary strongly requests the applicant to limit the Application Narrative to no more than 25 double-spaced, typed pages (on one side only), although the Secretary will consider applications of greater length.

INSTRUCTIONS FOR ESTIMATED PUBLIC REPORTING BURDEN

According to the Paperwork Reduction Act of 1995, no persons are required to respond to a collection of information unless it displays a valid OMB control number. The valid OMB control number for this information collection is OMB No. 1810-0551, Exp. Date: 9/11/96. The time required to complete this information collection is estimated to average 28 hours per response, including the time to review instructions, search existing data resources, gather the data needed, and complete and review the information collection. If you have any comments concerning the accuracy of the time estimate or suggestions for improving this form, please write to: U.S. Department of Education, Washington, D.C. 20202-4651. If you have comments or concerns regarding the status of your individual submission of this form, write directly to: Charlotte D. Gillespie, Safe and Drug-Free Schools Program, Office of Elementary and Secondary Education, U.S. Department of Education, 600 Independence Avenue, S.W., Washington, D.C. 20202-6123.

ASSURANCES — NON-CONSTRUCTION PROGRAMS

Note: Certain of these assurances may not be applicable to your project or program. If you have questions, please contact the awarding agency. Further, certain Federal awarding agencies may require applicants to certify to additional assurances. If such is the case, you will be notified.

As the duly authorized representative of the applicant I certify that the applicant:

1. Has the legal authority to apply for Federal assistance, and the institutional, managerial and financial capability (including funds sufficient to pay the non-Federal share of project costs) to ensure proper planning, management and completion of the project described in this application.
2. Will give the awarding agency, the Comptroller General of the United States, and if appropriate, the State, through any authorized representative, access to and the right to examine all records, books, papers, or documents related to the award; and will establish a proper accounting system in accordance with generally accepted accounting standards or agency directives.
3. Will establish safeguards to prohibit employees from using their positions for a purpose that constitutes or presents the appearance of personal or organizational conflict of interest, or personal gain.
4. Will initiate and complete the work within the applicable time frame after receipt of approval of the awarding agency.
5. Will comply with the Intergovernmental Personnel Act of 1970 (42 U.S.C. §§ 4728-4763) relating to prescribed standards for merit systems for programs funded under one of the nineteen statutes or regulations specified in Appendix A of OPM's Standards for a Merit System of Personnel Administration (5 C.F.R. 900, Subpart F).
6. Will comply with all Federal statutes relating to nondiscrimination. These include but are not limited to: (a) Title VI of the Civil Rights Act of 1964 (P.L. 88-352) which prohibits discrimination on the basis of race, color or national origin; (b) Title IX of the Education Amendments of 1972, as amended (20 U.S.C. §§ 1681-1683, and 1685-1686), which prohibits discrimination on the basis of sex; (c) Section 504 of the Rehabilitation Act of 1973, as amended (29 U.S.C. § 794), which prohibits discrimination on the basis of handicaps; (d) the Age Discrimination Act of 1975, as amended (42 U.S.C. §§ 6101-6107), which prohibits discrimination on the basis of age; (e) the Drug Abuse Office and Treatment Act of 1972 (P.L. 92-255), as amended, relating to nondiscrimination on the basis of drug abuse; (f) the Comprehensive Alcohol Abuse and Alcoholism Prevention, Treatment and Rehabilitation Act of 1970 (P.L. 91-616), as amended, relating to nondiscrimination on the basis of alcohol abuse or alcoholism; (g) §§ 523 and 527 of the Public Health Service Act of 1912 (42 U.S.C. 290 dd-3 and 290 ee-3), as amended, relating to confidentiality of alcohol and drug abuse patient records; (h) Title VIII of the Civil Rights Act of 1968 (42 U.S.C. § 3601 et seq.), as amended, relating to nondiscrimination in the sale, rental or financing of housing; (i) any other nondiscrimination provisions in the specific statute(s) under which application for Federal assistance is being made; and (j) the requirements of any other nondiscrimination statute(s) which may apply to the application.
7. Will comply, or has already complied, with the requirements of Titles II and III of the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970 (P.L. 91-646) which provide for fair and equitable treatment of persons displaced or whose property is acquired as a result of Federal or federally assisted programs. These requirements apply to all interests in real property acquired for project purposes regardless of Federal participation in purchases.
8. Will comply with the provisions of the Hatch Act (5 U.S.C. §§ 1501-1508 and 7324-7328) which limit the political activities of employees whose principal employment activities are funded in whole or in part with Federal funds.
9. Will comply, as applicable, with the provisions of the Davis-Bacon Act (40 U.S.C. §§ 276a to 276a-7), the Copeland Act (40 U.S.C. § 276c and 18 U.S.C. §§ 874), and the Contract Work Hours and Safety Standards Act (40 U.S.C. §§ 327-333), regarding labor standards for federally assisted construction subagreements.

Standard Form 424B (4-88)
Prescribed by OMB Circular A-102

Authorized for Local Reproduction

10. Will comply, if applicable, with flood insurance purchase requirements of Section 102(a) of the Flood Disaster Protection Act of 1973 (P.L. 93-234) which requires recipients in a special flood hazard area to participate in the program and to purchase flood insurance if the total cost of insurable construction and acquisition is \$10,000 or more.
11. Will comply with environmental standards which may be prescribed pursuant to the following: (a) institution of environmental quality control measures under the National Environmental Policy Act of 1969 (P.L. 91-190) and Executive Order (EO) 11514; (b) notification of violating facilities pursuant to EO 11738; (c) protection of wetlands pursuant to EO 11990; (d) evaluation of flood hazards in floodplains in accordance with EO 11988; (e) assurance of project consistency with the approved State management program developed under the Coastal Zone Management Act of 1972 (16 U.S.C. §§ 1451 et seq.); (f) conformity of Federal actions to State (Clear Air) Implementation Plans under Section 176(c) of the Clear Air Act of 1955, as amended (42 U.S.C. § 7401 et seq.); (g) protection of underground sources of drinking water under the Safe Drinking Water Act of 1974, as amended, (P.L. 93-523); and (h) protection of endangered species under the Endangered Species Act of 1973, as amended, (P.L. 93-205).
12. Will comply with the Wild and Scenic Rivers Act of 1968 (16 U.S.C. §§ 1271 et seq.) related to protecting components or potential components of the national wild and scenic rivers system.
13. Will assist the awarding agency in assuring compliance with Section 106 of the National Historic Preservation Act of 1966, as amended (16 U.S.C. 470), EO 11593 (identification and protection of historic properties), and the Archaeological and Historic Preservation Act of 1974 (16 U.S.C. 469a-1 et seq.).
14. Will comply with P.L. 93-348 regarding the protection of human subjects involved in research, development, and related activities supported by this award of assistance.
15. Will comply with the Laboratory Animal Welfare Act of 1966 (P.L. 89-544, as amended, 7 U.S.C. 2131 et seq.) pertaining to the care, handling, and treatment of warm blooded animals held for research, teaching, or other activities supported by this award of assistance.
16. Will comply with the Lead-Based Paint Poisoning Prevention Act (42 U.S.C. §§ 4801 et seq.) which prohibits the use of lead based paint in construction or rehabilitation of residence structures.
17. Will cause to be performed the required financial and compliance audits in accordance with the Single Audit Act of 1984.
18. Will comply with all applicable requirements of all other Federal laws, executive orders, regulations and policies governing this program.

SIGNATURE OF AUTHORIZED CERTIFYING OFFICIAL		TITLE
APPLICANT ORGANIZATION		DATE SUBMITTED

CERTIFICATIONS REGARDING LOBBYING; DEBARMENT, SUSPENSION AND OTHER RESPONSIBILITY MATTERS; AND DRUG-FREE WORKPLACE REQUIREMENTS

Applicants should refer to the regulations cited below to determine the certification to which they are required to attest. Applicants should also review the instructions for certification included in the regulations before completing this form. Signature of this form provides for compliance with certification requirements under 34 CFR Part 82, "New Restrictions on Lobbying," and 34 CFR Part 85, "Government-wide Debarment and Suspension (Nonprocurement) and Government-wide Requirements for Drug-Free Workplace (Grants)." The certifications shall be treated as a material representation of fact upon which reliance will be placed when the Department of Education determines to award the covered transaction, grant, or cooperative agreement.

1. LOBBYING

As required by Section 1352, Title 31 of the U.S. Code, and implemented at 34 CFR Part 82, for persons entering into a grant or cooperative agreement over \$100,000, as defined at 34 CFR Part 82, Sections 82.105 and 82.110, the applicant certifies that:

(a) No Federal appropriated funds have been paid or will be paid, by or on behalf of the undersigned, to any person for influencing or attempting to influence an officer or employee of any agency, a Member of Congress, an officer or employee of Congress, or an employee of a Member of Congress in connection with the making of any Federal grant, the entering into of any cooperative agreement, and the extension, continuation, renewal, amendment, or modification of any Federal grant or cooperative agreement;

(b) If any funds other than Federal appropriated funds have been paid or will be paid to any person for influencing or attempting to influence an officer or employee of any agency, a Member of Congress, an officer or employee of Congress, or an employee of a Member of Congress in connection with this Federal grant or cooperative agreement, the undersigned shall complete and submit Standard Form - LLL, "Disclosure Form to Report Lobbying," in accordance with its instructions;

(c) The undersigned shall require that the language of this certification be included in the award documents for all subawards at all tiers (including subgrants, contracts under grants and cooperative agreements, and subcontracts) and that all subrecipients shall certify and disclose accordingly.

2. DEBARMENT, SUSPENSION, AND OTHER RESPONSIBILITY MATTERS

As required by Executive Order 12549, Debarment and Suspension, and implemented at 34 CFR Part 85, for prospective participants in primary covered transactions, as defined at 34 CFR Part 85, Sections 85.105 and 85.110 -

A. The applicant certifies that it and its principals:

(a) Are not presently debarred, suspended, proposed for debarment, declared ineligible, or voluntarily excluded from covered transactions by any Federal department or agency;

(b) Have not within a three-year period preceding this application been convicted of or had a civil judgment rendered against them for commission of fraud or a criminal offense in connection with obtaining, attempting to obtain, or performing a public (Federal, State, or local) transaction or contract under a public transaction; violation of Federal or State antitrust statutes or commission of embezzlement, theft, forgery, bribery, falsification or destruction of records, making false statements, or receiving stolen property;

(c) Are not presently indicted for or otherwise criminally or civilly charged by a governmental entity (Federal, State, or local) with commission of any of the offenses enumerated in paragraph (1)(b) of this certification; and

(d) Have not within a three-year period preceding this application had one or more public transactions (Federal, State, or local) terminated for cause or default; and

B. Where the applicant is unable to certify to any of the statements in this certification, he or she shall attach an explanation to this application.

3. DRUG-FREE WORKPLACE (GRANTEES OTHER THAN INDIVIDUALS)

As required by the Drug-Free Workplace Act of 1988, and implemented at 34 CFR Part 85, Subpart F, for grantees, as defined at 34 CFR Part 85, Sections 85.605 and 85.610 -

A. The applicant certifies that it will or will continue to provide a drug-free workplace by:

(a) Publishing a statement notifying employees that the unlawful manufacture, distribution, dispensing, possession, or use of a controlled substance is prohibited in the grantee's workplace and specifying the actions that will be taken against employees for violation of such prohibition;

(b) Establishing an on-going drug-free awareness program to inform employees about-

(1) The dangers of drug abuse in the workplace;

(2) The grantee's policy of maintaining a drug-free workplace;

(3) Any available drug counseling, rehabilitation, and employee assistance programs; and

(4) The penalties that may be imposed upon employees for drug abuse violations occurring in the workplace;

(c) Making it a requirement that each employee to be engaged in the performance of the grant be given a copy of the statement required by paragraph (a);

(d) Notifying the employee in the statement required by paragraph (a) that, as a condition of employment under the grant, the employee will-

(1) Abide by the terms of the statement; and

(2) Notify the employer in writing of his or her conviction for a violation of a criminal drug statute occurring in the workplace no later than five calendar days after such conviction;

(e) Notifying the agency, in writing, within 10 calendar days after receiving notice under subparagraph (d)(2) from an employee or otherwise receiving actual notice of such conviction. Employers of convicted employees must provide notice, including position title, to: Director, Grants and Contracts Service, U.S. Department of Education, 400 Maryland Avenue, S.W. (Room 3124, GSA Regional Office

Building No. 3), Washington, DC 20202-4571. Notice shall include the identification number(s) of each affected grant;

(f) Taking one of the following actions, within 30 calendar days of receiving notice under subparagraph (d)(2), with respect to any employee who is so convicted—

(1) Taking appropriate personnel action against such an employee, up to and including termination, consistent with the requirements of the Rehabilitation Act of 1973, as amended; or

(2) Requiring such employee to participate satisfactorily in a drug abuse assistance or rehabilitation program approved for such purposes by a Federal, State, or local health, law enforcement, or other appropriate agency;

(g) Making a good faith effort to continue to maintain a drug-free workplace through implementation of paragraphs (a), (b), (c), (d), (e), and (f).

B. The grantee may insert in the space provided below the site(s) for the performance of work done in connection with the specific grant:

Place of Performance (Street address, city, county, state, zip code)

Check ☐ if there are workplaces on file that are not identified here.

DRUG-FREE WORKPLACE (GRANTEES WHO ARE INDIVIDUALS)

As required by the Drug-Free Workplace Act of 1988, and implemented at 34 CFR Part 85, Subpart F, for grantees, as defined at 34 CFR Part 85, Sections 85.605 and 85.610 —

A. As a condition of the grant, I certify that I will not engage in the unlawful manufacture, distribution, dispensing, possession, or use of a controlled substance in conducting any activity with the grant; and

B. If convicted of a criminal drug offense resulting from a violation occurring during the conduct of any grant activity, I will report the conviction, in writing, within 10 calendar days of the conviction, to: Director, Grants and Contracts Service, U.S. Department of Education, 400 Maryland Avenue, S.W. (Room 3124, GSA Regional Office Building No. 3), Washington, DC 20202-4571. Notice shall include the identification number(s) of each affected grant.

As the duly authorized representative of the applicant, I hereby certify that the applicant will comply with the above certifications.

NAME OF APPLICANT	PR/AWARD NUMBER AND/OR PROJECT NAME
PRINTED NAME AND TITLE OF AUTHORIZED REPRESENTATIVE	
SIGNATURE	DATE

Certification Regarding Debarment, Suspension, Ineligibility and Voluntary Exclusion – Lower Tier Covered Transactions

This certification is required by the Department of Education regulations implementing Executive Order 12549, Debarment and Suspension, 34 CFR Part 85, for all lower tier transactions meeting the threshold and tier requirements stated at Section 85.110.

Instructions for Certification

1. By signing and submitting this proposal, the prospective lower tier participant is providing the certification set out below.
2. The certification in this clause is a material representation of fact upon which reliance was placed when this transaction was entered into. If it is later determined that the prospective lower tier participant knowingly rendered an erroneous certification, in addition to other remedies available to the Federal Government, the department or agency with which this transaction originated may pursue available remedies, including suspension and/or debarment.
3. The prospective lower tier participant shall provide immediate written notice to the person to which this proposal is submitted if at any time the prospective lower tier participant learns that its certification was erroneous when submitted or has become erroneous by reason of changed circumstances.
4. The terms "covered transaction," "debarred," "suspended," "ineligible," "lower tier covered transaction," "participant," "person," "primary covered transaction," "principal," "proposal," and "voluntarily excluded," as used in this clause, have the meanings set out in the Definitions and Coverage sections of rules implementing Executive Order 12549. You may contact the person to which this proposal is submitted for assistance in obtaining a copy of those regulations.
5. The prospective lower tier participant agrees by submitting this proposal that, should the proposed covered transaction be entered into, it shall not knowingly enter into any lower tier covered transaction with a person who is debarred, suspended, declared ineligible, or voluntarily excluded from participation in this covered transaction, unless authorized by the department or agency with which this transaction originated.
6. The prospective lower tier participant further agrees by submitting this proposal that it will include the clause titled "Certification Regarding Debarment, Suspension, Ineligibility, and Voluntary Exclusion—Lower Tier Covered Transactions," without modification, in all lower tier covered transactions and in all solicitations for lower tier covered transactions.
7. A participant in a covered transaction may rely upon a certification of a prospective participant in a lower tier covered transaction that it is not debarred, suspended, ineligible, or voluntarily excluded from the covered transaction, unless it knows that the certification is erroneous. A participant may decide the method and frequency by which it determines the eligibility of its principals. Each participant may, but is not required to, check the Nonprocurement List.
8. Nothing contained in the foregoing shall be construed to require establishment of a system of records in order to render in good faith the certification required by this clause. The knowledge and information of a participant is not required to exceed that which is normally possessed by a prudent person in the ordinary course of business dealings.
9. Except for transactions authorized under paragraph 5 of these instructions, if a participant in a covered transaction knowingly enters into a lower tier covered transaction with a person who is suspended, debarred, ineligible, or voluntarily excluded from participation in this transaction, in addition to other remedies available to the Federal Government, the department or agency with which this transaction originated may pursue available remedies, including suspension and/or debarment.

Certification

- (1) The prospective lower tier participant certifies, by submission of this proposal, that neither it nor its principals are presently debarred, suspended, proposed for debarment, declared ineligible, or voluntarily excluded from participation in this transaction by any Federal department or agency.
- (2) Where the prospective lower tier participant is unable to certify to any of the statements in this certification, such prospective participant shall attach an explanation to this proposal.

NAME OF APPLICANT	PR/ AWARD NUMBER AND/OR PROJECT NAME
PRINTED NAME AND TITLE OF AUTHORIZED REPRESENTATIVE	
SIGNATURE	DATE

1. Type of Federal Action: ☐ a. contract ☐ b. grant ☐ c. cooperative agreement ☐ d. loan ☐ e. loan guarantee ☐ f. loan insurance	2. Status of Federal Action: ☐ a. bid/offer/application ☐ b. initial award ☐ c. post-award	3. Report Type: ☐ a. Initial filing ☐ b. material change For Material Change Only: year _____ quarter _____ date of last report _____
4. Name and Address of Reporting Entity: ☐ Prime ☐ Subawardee Tier _____, if known: Congressional District, if known: _____	5. If Reporting Entity in No. 4 is Subawardee, Enter Name and Address of Prime: Congressional District, if known: _____	
6. Federal Department/Agency:	7. Federal Program Name/Description: CFDA Number, if applicable: _____	
8. Federal Action Number, if known:	9. Award Amount, if known: \$ _____	
10. a. Name and Address of Lobbying Entity Registrant (if individual, last name, first name, MI): 		
b. Individuals Performing Services (including address if different from No. 10a) (last name, first name, MI): 		
(attach Continuation Sheet(s) 5F-LLL-A, if necessary)		
11. Amount of Payment (check all that apply): \$ _____ ☐ actual ☐ planned	13. Type of Payment (check all that apply): ☐ a. retainer ☐ b. one-time fee ☐ c. commission ☐ d. contingent fee ☐ e. deferred ☐ f. other specify: _____	
12. Form of Payment (check all that apply): ☐ a. cash ☐ b. in-kind; specify: nature _____ value _____		
14. Brief Description of Services Performed or to be Performed and Date(s) of Service, including officer(s), employee(s), or Member(s) contacted, for Payment Indicated in Item 11. 		
(attach Continuation Sheet(s) 5F-LLL-A, if necessary)		
15. Continuation Sheet(s) 5F-LLL-A attached: ☐ Yes ☐ No		
16. Information requested through this form is authorized by title 31 U.S.C. section 1352. This disclosure of lobbying activities is a material representation of fact upon which reliance was placed by the tier above when this transaction was made or entered into. This disclosure is required pursuant to 31 U.S.C.1352. This information will be reported to the Congress semi-annually and will be available for public inspection. Any person who fails to file the required disclosure shall be subject to a civil penalty of not less than \$10,000 and not more than \$100,000 for each such failure.		
Signature: _____ Print Name: _____ Title: _____ Telephone No.: _____ Date: _____		Federal Use Only. Authorized for Local Reproduction Standard Form - LLL

INSTRUCTIONS FOR COMPLETION OF SF-LLL, DISCLOSURE OF LOBBYING ACTIVITIES

This disclosure form shall be completed by the reporting entity, whether subawardee or prime Federal recipient, at the initiation or receipt of a covered Federal action, or a material change to a previous filing, pursuant to title 31 U.S.C. section 1352. The filing of a form is required for each payment or agreement to make payment to any lobbying entity for influencing or attempting to influence an officer or employee of any agency, a Member of Congress, an officer or employee of Congress, or an employee of a Member of Congress in connection with a covered Federal action. ~~Use the SF-LLL-A Continuation Sheet for additional information if the space on the form is inadequate. Complete all items that apply for both the initial filing and material change report. Refer to the implementing guidance published by the Office of Management and Budget for additional information.~~

1. Identify the type of covered Federal action for which lobbying activity is and/or has been secured to influence the outcome of a covered Federal action.
2. Identify the status of the covered Federal action.
3. Identify the appropriate classification of this report. If this is a followup report caused by a material change to the information previously reported, enter the year and quarter in which the change occurred. Enter the date of the last previously submitted report by this reporting entity for this covered Federal action.
4. Enter the full name, address, city, state and zip code of the reporting entity. Include Congressional District, if known. Check the appropriate classification of the reporting entity that designates if it is, or expects to be, a prime or subaward recipient. Identify the tier of the subawardee, e.g., the first subawardee of the prime is the 1st tier. Subawards include but are not limited to subcontracts, subgrants and contract awards under grants.
5. If the organization filing the report in item 4 checks "Subawardee", then enter the full name, address, city, state and zip code of the prime Federal recipient. Include Congressional District, if known.
6. Enter the name of the Federal agency making the award or loan commitment. Include at least one organizational level below agency name, if known. For example, Department of Transportation, United States Coast Guard.
7. Enter the Federal program name or description for the covered Federal action (item 1). If known, enter the full Catalog of Federal Domestic Assistance (CFDA) number for grants, cooperative agreements, loans, and loan commitments.
8. Enter the most appropriate Federal identifying number available for the Federal action identified in item 1 (e.g., Request for Proposal (RFP) number; Invitation for Bid (IFB) number; grant announcement number; the contract, grant, or loan award number; the application/proposal control number assigned by the Federal agency). Include prefixes, e.g., "RFP-DE-90-001."
9. For a covered Federal action where there has been an award or loan commitment by the Federal agency, enter the Federal amount of the award/loan commitment for the prime entity identified in item 4 or 5.
10. (a) Enter the full name, address, city, state and zip code of the lobbying entity registrant under the Lobbying Disclosure Act of 1995 engaged by the reporting entity identified in item 4 to influence the covered Federal action.
(b) Enter the full names of the individual(s) performing services, and include full address if different from 10 (a). Enter Last Name, First Name, and Middle Initial (MI).
- ~~11. Enter the amount of compensation paid or reasonably expected to be paid by the reporting entity (item 4) to the lobbying entity (item 10). Indicate whether the payment has been made (actual) or will be made (planned). Check all boxes that apply. If this is a material change report, enter the cumulative amount of payment made or planned to be made.~~
- ~~12. Check the appropriate box(es). Check all boxes that apply. If payment is made through an in-kind contribution, specify the nature and value of the in-kind payment.~~
- ~~13. Check the appropriate box(es). Check all boxes that apply. If other, specify nature.~~
- ~~14. Provide a specific and detailed description of the services that the lobbyist has performed, or will be expected to perform, and the date(s) of any services rendered. Include all preparatory and related activity, not just time spent in actual contact with Federal officials. Identify the Federal official(s) or employee(s) contacted or the officer(s), employee(s), or Member(s) of Congress that were contacted.~~
- ~~15. Check whether or not a SF-LLL-A Continuation Sheet(s) is attached.~~
16. The certifying official shall sign and date the form, print his/her name, title, and telephone number.

Public reporting burden for this collection of information is estimated to average 30 minutes per response, including time for reviewing instructions, searching existing data sources, gathering and maintaining the data needed, and completing and reviewing the collection of information. Send comments regarding the burden estimate or any other aspect of this collection of information, including suggestions for reducing this burden, to the Office of Management and Budget, Paperwork Reduction Project (0348-0046), Washington, D.C. 20503

NOTICE TO ALL APPLICANTS

Thank you for your interest in this program. The purpose of this enclosure is to inform you about a new provision in the Department of Education's General Education Provisions Act (GEPA) that applies to applicants for new grant awards under Department programs. This provision is section 427 of GEPA, enacted as part of the Improving America's Schools Act of 1994 (Pub. L. 103-382).

To Whom Does This Provision Apply?

Section 427 of GEPA affects applicants for new discretionary grant awards under this program. ALL APPLICANTS FOR NEW AWARDS MUST INCLUDE INFORMATION IN THEIR APPLICATIONS TO ADDRESS THIS NEW PROVISION IN ORDER TO RECEIVE FUNDING UNDER THIS PROGRAM.

What Does This Provision Require?

Section 427 requires each applicant for funds (other than an individual person) to include in its application a description of the steps the applicant proposes to take to ensure equitable access to, and participation in, its federally-assisted program for students, teachers, and other program beneficiaries with special needs.

This section allows applicants discretion in developing the required description. The statute highlights six types of barriers that can impede equitable access or participation that you may address: gender, race, national origin, color, disability, or age. Based on local circumstances, you can determine whether these or other barriers may prevent your students, teachers, etc. from equitable access or participation. Your description need not be lengthy; you may provide a clear and succinct description of how you plan to address those barriers that are applicable to your circumstances. In addition, the information may be provided in a single narrative, or, if appropriate, may be discussed in connection with related topics in the application.

Section 427 is not intended to duplicate the requirements of civil rights statutes, but rather to ensure that, in designing their projects, applicants for Federal funds address equity concerns that may affect the ability of certain potential beneficiaries to fully participate in the project and to achieve to high standards. Consistent with program requirements and its approved application, an applicant may use the Federal funds awarded to it to eliminate barriers it identifies.

What are Examples of How an Applicant Might Satisfy the Requirement of This Provision?

The following examples may help illustrate how an applicant may comply with section 427.

(1) An applicant that proposes to carry out an adult literacy project serving, among others, adults with limited English proficiency, might describe in its application how it intends to distribute a brochure about the proposed project to such potential participants in their native language.

(2) An applicant that proposes to develop instructional materials for classroom use might describe how it will make the materials available on audio tape or in braille for students who are blind.

(3) An applicant that proposes to carry out a model science program for secondary students and is concerned that girls may be less likely than boys to enroll in the course, might indicate how it tends to conduct "outreach" efforts to girls, to encourage their enrollment.

We recognize that many applicants may already be implementing effective steps to ensure equity of access and participation in their grant programs, and we appreciate your cooperation in responding to the requirements of this provision.

Estimated Burden Statement

According to the Paperwork Reduction Act of 1995, no persons are required to respond to a collection of information unless it displays a valid OMB control number. The valid OMB control number for this information collection is 1801-0004 (Exp. 8/31/98). The time required to complete this information collection is estimated to vary from 1 to 3 hours per response, with an average of 1.5 hours, including the time to review instructions, search existing data resources, gather and maintain the data needed, and complete and review the information collection. If you have any comments concerning the accuracy of the time estimate(s) or suggestions for improving this form, please write to: U.S. Department of Education, Washington, DC 20202-4651.

**IMPORTANT NOTICE
TO PROSPECTIVE PARTICIPANTS
IN USDE CONTRACT AND GRANT PROGRAMS**

GRANTS

Applicants for grants from the U.S. Department of Education (USDE) have to compete for limited funds.

Deadlines assure all applicants that they will be treated fairly and equally, without last minute haste.

For these reasons, USDE must set strict deadlines for grant applications. Prospective applicants can avoid disappointment if they understand that -

**Failure to meet a deadline will mean that an applicant will be
rejected without any consideration whatever.**

The rules, including the deadline, for applying for each grant are published, individually, in the Federal Register. A one-year subscription to the Register may be obtained by sending \$340.00 to: Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20202-9371. (Send check or money order only, no cash or stamps.)

The instructions in the Federal Register must be followed exactly. Do not accept any other advice you may receive. No USDE employee is authorized to extend any deadline published in the Register.

Questions regarding submission of applications may be addressed to:

U.S. Department of Education
Application Control Center
Washington, D.C. 20202-4725

CONTRACTS

Competitive procurement actions undertaken by the USDE are governed by the Federal Procurement Regulations and implementing ED Procurement Regulations.

Generally, prospective competitive procurement actions are synopsized in the Commerce Business Daily (CBD). Prospective offerors are therein advised of the nature of the procurement and where to apply for copies of the Request for Proposals (RFP).

Offerors are advised to be guided solely by the contents of the CBD synopsis and the instructions contained in the RFP. Questions regarding the submission of offers should be addressed to the Contracting Specialist identified on the face page of the RFP.

Offers are judged in competition with others, and failure to conform with any substantive requirements of the RFP will result in rejection of the offer without any consideration whatever.

Do not accept any advice you receive that is contrary to instructions contained in either the CBD synopsis or the RFP. No USDE employee is authorized to consider a proposal which is non-responsive to the RFP.

A subscription to the CBD is available for \$208.00 per year via second class mailing or \$261.00 per year via first class mailing. Information included in the Federal Acquisition Regulations is contained in Title 48, Code of Federal Regulations, Chapter 1 (\$49.00). The forgoing publication may be obtained by sending your check or money order only, no cash or stamps, to:

Superintendent of Documents
U.S. Government Printing Office
Washington, D.C. 20402-9371

In an effort to be certain this important information is widely disseminated, this notice is being included in all USDE mail to the public. You may, therefore, receive more than one notice. If you do, we apologize for any annoyance it may cause you.

**Education Department Report on Truancy:
How Communities Can Do More to Keep our Children Safe and in School
July 3, 1996**

Today, President Clinton addresses the National Education Association in Washington, DC. He will speak about the crisis of truancy in our communities and discuss how parents and local officials can work together to keep our children safe and in school. Following his address, the President will release a new Education Department Report which outlines the central characteristics of a comprehensive truancy prevention policy and highlights model initiatives in cities and towns across the country.

Truancy is an early indicator of trouble and a gateway to crime. President Clinton believes that early and comprehensive efforts to prevent truancy strengthen families and help keep our children moving forward in life. Truancy prevention initiatives have been shown to keep more children in school and dramatically reduce daytime crime in communities ranging from Monrovia, California to New York City.

Community members must work together to prevent truancy. The President will stress that truancy prevention requires the support of the entire community. Educators must work with parents, local law enforcement, and child service agencies to demand responsibility of students and their families and provide positive incentives which encourage school attendance.

A Challenge to our Nation's Communities. President Clinton will cite model truancy prevention programs from across the country. He will then challenge educators to return home and help their own communities develop local initiatives to keep our children in school. According to the Education Department report, most comprehensive and effective programs have five common characteristics. These include:

Five Basic Policy Elements

- Parental involvement in all truancy prevention activities.
- Firm sanctions for truant students.
- Meaningful incentives for parental responsibility.
- Ongoing truancy prevention programs in schools.
- Involvement of local law enforcement and youth services.

Local Solutions to a National Problem: The Education Department's report recognizes nine communities which have made a creative and comprehensive effort to keep their children safe and in school. For example:

- **In Milwaukee, Wisconsin,** local police officers participating in the Truancy Abatement and Burglary Suppression (TABS) initiative pick up truant students and take them to a Boys and Girls Club for counseling. Since the TABS initiative began, daytime burglary has decreased 33 percent and daytime aggravated battery has decreased 29 percent.
- The staff of Project Helping Hand receives referrals from ten **Atlantic County, New Jersey** elementary schools. Students with five to 15 unexcused absences are assigned a truancy case worker who meets with the youth and their family to provide short-term counseling and aftercare. During the past year, 84 percent of the students participating in the program had no recurrence of truancy.

A Truancy Grant Program. Yesterday, the Department of Education announced a \$10 million discretionary grant program to address the issue of truancy. The Department, using money from the Safe and Drug Free Schools program, will award up to 25 grants to schools and community groups to design and operate programs that will get truant and other students who are not in school back into school. These awards will be made by September 30, 1996, and will range from \$300,000 to \$500,000.

A record of encouraging discipline and safety for our children. President Clinton has used the power of the Presidency to highlight a number of ways in which communities, families and schools can work together to keep our children safe. These efforts include supporting:

- * **Curfews.** President Clinton believes that curfews, when they are backed by a community of support and are a part of a larger plan to help fight juvenile crime, can play an important role in keeping our children safe. He has encouraged communities to look into ways curfew programs could benefit local children.
- * **School uniforms.** President Clinton has encouraged schools to adopt school uniform policies, which promote discipline and respect. The Administration has developed a guide for schools to assist them in establishing these policies, which are being distributed to 16,000 school districts nationwide.

Rahm/Don - New version, including the grant \$, curfews,
+ school uniforms. - Ang

MEMORANDUM

Date: July 1, 1996

From: Dave Bonfili
To: Dennis Burke

Subj: TEXT FOR TRUANCY OPTION ON POTUS NEA OPTION MEMO

Suggested text:

OPTION XX:
TRUANCY PREVENTION CHALLENGE/PRESENTATION OF TRUANCY MANUAL

POTUS casts truancy as a "disease attacking our communities." He describes the "truancy crisis"--observing that truants who drop out are more than twice as likely as high school graduates to be unemployed and on welfare--and casts truancy as "a gateway to crime." He then presents a Manual on Truancy prepared by Ed. and Justice and challenges educators (a la school uniforms & curfews) to go back to their communities and coordinate truancy prevention efforts with other local actors.

POTUS stresses the need for educators to work with local law enforcement, demand parental responsibility, and demonstrate zero tolerance for truancy through firm and early interventions. He then mentions/praises one or more of the 9 model programs cited in the Ed./Justice Manual (programs are located in Wisconsin, California, Connecticut, New Jersey, Oklahoma, Virginia, Ohio, and Arizona) and potentially recognizes individual community leaders involved in program design/implementation.

In closing, POTUS urges educators to commit themselves to truancy prevention, mentions helpful Ed. and Justice resources (information and some funding), and pledges his support of their efforts.

Paul Egle
6907148

**Justice Department Report on Curfews:
A Strong Part of a Community's Efforts
to Keep our Children Safe
May 30, 1996**

Today, President Clinton addresses the Women's International Convention of the Church of God in Christ in New Orleans. He will discuss the challenges of how each of us can work together to help mend America's social fabric, highlighting the success of a New Orleans curfew program as part of that larger community effort and announcing the release of a Justice Department report on curfews.

A key part of a community effort to keep our children safe. President Clinton believes that curfews, when they are backed by a community of support and are a part of a larger plan to help fight juvenile crime, can play an important role in keeping our children safe.

Meeting our challenges by working together. Comprehensive curfew enforcement programs often bring together the law enforcement community and juvenile and family court judges with representatives from the social services and the education, recreation, religious and medical communities. When communities work together, juvenile delinquency and victimization can be decreased.

A nationwide effort. Of the 146 of the 200 largest cities in America have curfew laws.* While there have been legal challenges to many of these statutes, many cities, Dallas in particular, have been successful in addressing the constitutional requirements of strict scrutiny.

Core characteristics. Most successful curfew programs have a number of common traits, beginning with a dependence on the surrounding community. Important elements include:

- * Laws enacted in the context of a comprehensive community-based program designed to protect both the community and its children from victimization.
- * Dedicated curfew centers for juveniles who have been picked up by police.
- * Curfew centers staffed with professionals, religious leaders, community volunteers working with law enforcement.
- * Intervention programs in the form of referrals to other agencies, and plans for dealing with repeat offenders.
- * Recreation and jobs programs, as well as antidrug and antigang programs.
- * Hotlines for follow-up services and crisis intervention.

Local solutions, local successes The Justice Department report highlights the impact of these programs in selected jurisdictions.

- * The **New Orleans** curfew center is staffed by both police officers and ministers from a local group called All Congregations Together. The combination of a curfew, a summer jobs program and the revitalization of recreation programs resulted in a 27 percent reduction in juvenile crime during curfew hours in 1994, compared with the previous year.
- * The **Dallas** program allows for fines for both parents and children. Juvenile arrests during curfew hours decreased 14.6 percent.
- * **North Little Rock**, provides sports activities and academic tutoring. Juvenile violent crime arrests during curfew hours decreased 12 percent.
- * **Denver's** curfew program works in partnership with 234 different community programs, and the law enforcement community believes it has contributed significantly to the 11 percent drop in serious crime during each of the first two years of the program.

* All statistics are from the Office of Juvenile Justice and Delinquency Prevention Report on Curfews.

THE WHITE HOUSE
WASHINGTON

July 1, 1996

MEMORANDUM TO DON BAER

FROM: Jeremy Ben-Ami
SUBJECT: Options for July 3 Education Event

Following is a brief description of the three options for the message of Wednesday's NEA speech:

- (1) School-parent Compacts
- (2) Truancy
- (3) Internet Access in Schools

I. School Parent Compacts

The first option is for the President to challenge every school in America, public and private, to create school-parent compacts outlining how parents, the entire school staff, and students will share responsibility for improved student achievement and for helping students reach challenging academic standards.

The 1994 reauthorization of the Elementary and Secondary Education Act (sponsored by the Administration) required every school participating in Title I to develop a compact with Title I parents to outline the responsibilities of parents, school staff and students -- so nearly 55,000 schools (almost half of all schools) already have such compacts.

The President would be challenging the other 50 percent of American public and private schools to adopt such compacts as well. The challenge builds on Secretary Riley's Partnership for Family Involvement in Education, which involves parents, educators, businesses and religious groups, and has developed a model school-parent compact. In August, the National PTA will be mailing that compact to 40,000 PTAs around the country, and every school principal will be receiving a copy as a part of the Department's Back-to-School Initiative. As a result of several recent speeches by Secretary Riley, schools have been signing on at the rate of 100 per week for the past month and a half.

A Presidential challenge for every school to create such compacts will be well received within the education and parent communities.

II. Truancy Initiative

The second option is for the President to announce his strong support for efforts to curb truancy as a way to reduce youth crime and to release the Department of Education's Manual on Truancy Prevention.

Truancy is a growing problem across the country and a gateway to crime. In Philadelphia alone, approximately 2500 students every day are absent without an excuse. High rates of truancy are linked to high daytime burglary rates and high vandalism.

Taking on truancy and issuing the Truancy manual would complement nicely the administration's efforts on school uniforms and curfews. Each of these measures addresses the issue of youth violence; and each conveys "responsibility." They are all local measures that the President would be endorsing, but by no means attempting to federalize. They are all issues with which every parent can identify.

The Department of Education's Manual has a similar structure to the Department of Justice's Curfew Manual -- it discusses the general problem of truancy and then highlights several cities who have adopted anti-truancy programs that have proven to be very successful. The Manual is being printed and could be ready for release on Wednesday.

III. Internet Access for Schools and Libraries

The final option is for the President to call for FCC adoption of the "E rate" providing basic telecommunications services to schools and libraries for free and advanced services at a deep discount. The President would be calling on the FCC, state regulators, parents, teachers, school administrators, the information and telecommunications industry, and public interest groups to join in a national discussion on the best way to make the E rate a reality.

The E rate springs from a provision of the Telecommunications Act, which the President signed this year, to make connections to the information superhighway affordable for schools and libraries as part of the universal service fund.

The President would make three announcements:

(1) Announce his support for the "e-rate"

(2) Call on the Vice President to convene a task force to study innovative financing methods to promote the E rate in a way that promotes education while protecting ratepayers and spreading the benefits and burdens of school improvement in an equitable manner. \

(3) Announce a White House meeting to discuss implementation of the E rate on the first day of school this fall.

THE ARKANSAS AGENDA



NEW DIRECTIONS FOR THE '90s

MAY 1991

169

PERSONAL RESPONSIBILITY

As we help people who need it, we should insist that they behave responsibly. That's the idea behind the national welfare reform law Governor Clinton, representing the nation's governors, worked with Congress to develop. It requires welfare recipients to work toward independence with education and training and to take a job if offered. The government invests more in the education and training as well as needed child care and health insurance during the education and training and during the transition to the job. We also need to crack down on those who shirk their responsibilities to their children and abuse their spouses.

* **STAY IN SCHOOL OR FORFEIT YOUR DRIVER'S LICENSE.** Students who cannot prove they are in school will not be allowed to receive a driver's license or learner's permit except under hardship conditions. Starting in 1993, students must have a "C" average or certification from their school district that they are functioning at their highest capacity to receive a driver's license or learner's permit.

* **COURT-ORDERED EDUCATION PURSUIT** requires people, as a condition of probation in the courts, to make a good-faith effort to

LEVEL 1 - 1 OF 1 STORY

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May 11, 1990, Friday, BC cycle

SECTION: Regional News

DISTRIBUTION: Wisconsin

LENGTH: 131 words

HEADLINE: Thompson named one of the top education governors

DATELINE: NEW YORK

BODY:

Wisconsin Gov. Tommy Thompson has been named by Fortune magazine as one of the nation's top 10 education governors.

The magazine said state and local governments pay nearly 90 percent of the education bill in the country and so states must take the lead in educational reform.

Fortune magazine said Wisconsin was the first to cut welfare benefits for parents whose children are truant. The controversial program is called Learnfare.

The magazine also named Republican Govs. Terry Branstad of Iowa, John Ashcroft of Missouri, Carroll Campbell Jr. of South Carolina and Garrey Carruthers of New Mexico. Democratic Governors named were Bill Clinton of Arkansas, Booth Gardner of Washington, Madeline Kunin of Vermont, Ray Mabus of Mississippi and Rudy Perpich of Minnesota.

LANGUAGE: ENGLISH



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LEVEL 1 - 6 OF 6 STORIES

Copyright 1992 Newsweek
Newsweek

January 13, 1992 , UNITED STATES EDITION

SECTION: THE COLUMNISTS; George F. Will; Pg. 68

LENGTH: 1074 words

HEADLINE: A Sterner Kind of Caring

BYLINE: GEORGE F. WILL

HIGHLIGHT:

We are reviving the Victorian distinction between the 'deserving' and 'undeserving' poor

BODY:

Enough of kinder and gentler. The nation is casting a cold eye on traditional notions of government "compassion" for poor people. As a result, Democrats' presidential hopes may depend on their abilities to promise more sternness toward some of the poor. And many Republicans, despite their antistatist stance, seem more ready than most Democrats to base anti-poverty policy on strong government.

There is an emerging consensus that government has an interest in, and a right to attempt, behavior modification among those who are sunk in dependency on public assistance. So there is a need to know more about what government can legitimately do to nurture in citizens the character traits requisite for personal independence. There is a less sentimental and less politically timid assessment of what constitutes "caring." Americans are returning to the Victorian distinction between the "deserving" and "undeserving" poor. The deserving work and are decent parents, having only children they can and will care for.

Many states are implementing or contemplating laws to make some entitlements contingent on comportment. On the principal that entitlements from the community entail obligations to the community, welfare benefits may be linked to work requirements. Unwed teenage mothers receiving benefits may be required to live with parents and stay in school. Some stipends are not increased for additional children born to mothers already on welfare, or may be cut if a recipient misses parent-teacher meetings. A frequently truant teenager can cause family's payment to be cut. Arkansas's Gov. Bill Clinton's "personal responsibility agenda" includes a bill revoking drivers' licenses of students who do not maintain C averages.

Such laws are difficult to administer and easy for unsympathetic bureaucracies to sabotage. They also raise thorny questions, such as: Is it sensible to assume that parents can control teenagers? Does one risk increasing child abuse and other domestic violence by providing financial incentives for teenage parents to marry? Does this "new paternalism" or "moralistic, strong government conservatism" rest on a fallacy to which some conservatives are

Phyllis Anderson
632-0150



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Rick B.

Carol Tucker Foreman
about Meat Inspection

Home 301-656-0874
Off 202-822-8060

5:53: BS Thornberg

→ Brief Con. on testimony
before Plut. Com.
863-8047

TITLE: Loss of family values is nation's biggest problem, Gov. Clinton says
BYLINE: Mark Oswald
EST. PAGES: 1
* DATE: 08/11/89
DOCID: AG326497
SOURCE: The Arkansas Gazette; AG
SECTION: NEWS; PAGE: 4B
(Copyright 1989)

6423

The deterioration of traditional family structures for child-rearing not drugs is the country's biggest problem, Gov. Bill Clinton said Thursday.

Efforts to improve the economy and the educational system will be undermined if ways aren't found to raise healthy children who can get straightened out after they get in trouble, the governor said.

Clinton made his remarks to the 17 circuit-chancery judges he appointed recently to oversee the state's new juvenile justice system. The judges, who took office Aug. 1, were in the middle of a three-day training conference at the Riverfront Hilton in North Little Rock.

He urged the judges to do their jobs with "love and discipline."

"You can have the best economic system, you can have the best educational system in the world, but if children cannot be born healthy and reared and grow up safe and productive, capable of learning, able to somehow be straightened out if they go wrong, then this system is going to have great failures," Clinton said.

'World's greatest country'

It would be ironic if "the world's greatest country" declined because "we couldn't raise children in a constructive way," he said.

"The pure economic imperatives sooner or later are going to force us to try to get internationally competitive in education," Clinton said, "but I am worried that still we will not be able to deal with" the home foundation and child-rearing continuing to crumble.

* Clinton said he has tried to address the problems of young people in the new juvenile court system and a new juvenile code and laws
* that strengthen truancy penalties, child support agreements and penalties for drug-dealing near schools.

* Clinton said he's received complaints about a new law that prohibits students from taking beeper paging devices onto school grounds. (Beepers sometimes are used to make drug deals.)

Parents of wealthy students have objected because their children use beepers to set security devices on the cars they drive to school. "I drove a car you couldn't pay anybody to steal," the governor said.

He said he had told the parents they needed to buy their children a worse car because the fight against drugs was more important.

Two delegates to Boys State this year had given him telephone numbers for beepers used in drug sales, Clinton said.

97-92 Holding area - community center
until party came and got 1000.
fine first then came 500 dollars
jailed for like a brief

TITLE: Clinton arrives, ready to lead Democratic Council
BYLINE: John Reed
EST. PAGES: 2
* DATE: 03/23/90
DOCID: AG354421
SOURCE: The Arkansas Gazette; AG
SECTION: NEWS; PAGE: 1B
ORIGIN: NEW ORLEANS
(Copyright 1990)

NEW ORLEANS Gov. Bill Clinton arrived here Thursday evening for the annual meeting of the Democratic Leadership Council, which will formally elect him chairman Saturday.

Clinton will make the final speech at the two-day meeting that will attract most of the Democratic Party's brightest national stars. Jesse Jackson will immediately precede Clinton at the podium Saturday.

Sen. Sam Nunn of Georgia is the outgoing chairman.

Clinton said in an interview that the council had two main reasons for asking him to be the first governor to be chairman. The first is to mobilize a broader base of elected officials governors, legislators and mayors, for example. Democrats managed to prosper at the local level even during the years of popularity for Presidents Reagan and Bush, he said.

The council will try to "build a better partnership" between those local officials and Democrats in Congress, he said.

The second purpose is to set out "real things we stand for" because too many voters don't have a clear grasp of the Democratic Party's goals, he said.

 A proposed platform for the council sets out those goals for the
* 1990s. The education goals are familiar to Arkansans because Clinton has pushed them through the legislature. They include giving parents more control over where their children go to school, holding parents
* accountable for their children's truancy, giving people more incentives to become teachers and ensuring that children spend more time in school.

The governor was accompanied to New Orleans by about a dozen Arkansans, including seven legislators.

He invited them, he said, as part of his effort to expand the council to appeal to grass-roots Democrats at the state and local levels.

Skip Holland, a lobbyist for Southwestern Bell Telephone Co., was in the governor's entourage Thursday. The telephone company will sponsor a hospitality suite at the Fairmont Hotel, the site of the conference, and the costs will be shared by Arkansas Power & Light Co., Arkla, Inc., Arkansas Electric Cooperatives Corp. and the Friday law firm of Little Rock, Holland said.

These legislators were planning to attend: Sens. Morrill Harriman of Van Buren, Allen Gordon of Morrilton, Jerry Bookout of Jonesboro and Steve Bell of Batesville, and Reps. Jodie Mahony of El Dorado, John Lipton of Warren and Gus Wingfield of Delight.

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"Democracy grants" to countries trying to establish democratic governments.

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Sens. Lloyd Bentsen of Texas and Daniel Patrick Moynihan of New York also are scheduled to speak today.

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BYLINE: Chris Day
CREDIT: GAZETTE BENTON BUREAU
EST. PAGES: 1
* DATE: 05/21/89
DOCID: AG316889
SOURCE: The Arkansas Gazette; AG
SECTION: NEWS; PAGE: 4SP
CATEGORY: South Pulaski/Saline
ORIGIN: BENTON
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Prof. Lawrence Mead of New York University writes about "The Democrats' Dilemma" in Commentary. He says Democrats want political debate to turn on economic inequality, but most voters are more distressed about government's failure to fulfill its elementary functions, such as educating children, maintaining roads and fighting crime. People are outraged about paying for a portion of the population that is perpetually dependent on welfare because they cannot or will not behave responsibly.

Democrats, says Mead, "do not approve of the disorders of the ghetto, but they find it impossible clearly to disapprove of them." The lethargy of the dependent is a result of the ghetto's ethos of resignation and must be countered by policies that promote responsibility. Minimal standards of behavior must be insisted upon regardless of racial or other excuses that teach the poor that they cannot be expected to cope or conform.

Prophylactic statism: Most welfare recipients are white. Most blacks are middle class. But as Mead says, many ghetto blacks have responded to their dilemma in effect "by seceding from mainstream institutions -- breaking the law, dropping out of school, not learning English, declining to work." Mead may be wrong in saying that this "internal secession" is as threatening to the nation as the South's secession in 1861, but like the South's secession, today's threatens the Democratic Party. "Most liberals," says Mead, "believe that less can or should be expected in the way of work or other civilities from the poor than most voters want."

Republicans, who are generally hostile to expansions of government's scope, are more disposed than Democrats to use political authority for behavior modification and character formation. But conservatives want to use government to decrease dependence on government; they favor prophylactic statism to increase self-reliance.

Mead's question is, Can Americans, and especially Democrats, overcome the legal and political obstructions to enforcing work and other civilities? James Q. Wilson's answer is: It's worth a wary try. In his new book, "On Character," Professor Wilson of UCLA says character and the social settings that influence it are not beyond the influence of public policy in a free society. Wilson's definition of good character includes two qualities -- empathy, meaning regard for the needs, rights and feelings of others, and self-control, meaning the ability to act with reference to the more distant consequences of current behavior. Character is shaped by public forces -- by general opinion, neighborhood expectations, artistic conventions, elite understandings, "in short, by the ethos of the times." Public policy primarily reflects that ethos, but can shape it a bit.

Some people will say that it is too costly, in money or freedom, for statecraft to attempt soulcraft. However, the alternative to attempting it may be an indiscriminate back-lash against welfare for the deserving as well as the undeserving. Government, says Governor Clinton, is a limited gadget, but its



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Clinton has read Peter Brown's new book, "Minority Party: Why Democrats Face Defeat in 1992 and Beyond," so Clinton knows what he is up against. Brown reports that three years ago a task force of Democratic congressmen was debating a new social agenda and many members wanted it to declare that the work ethic is the core value of society. Rep. Augustus Hawkins, then the senior black member of Congress, strenuously objected, saying the declaration would be seen by welfare recipients as a slap in the face. The statement was dropped. Behavior modification and character formation are needed near the top as well as the bottom of society.

LANGUAGE: ENGLISH

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LEVEL 1 - 6 OF 6 STORIES

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January 13, 1992 , UNITED STATES EDITION

SECTION: THE COLUMNISTS; George F. Will; Pg. 68

LENGTH: 1074 words

HEADLINE: A Sterner Kind of Caring

BYLINE: GEORGE F. WILL

HIGHLIGHT:

We are reviving the Victorian distinction between the 'deserving' and 'undeserving' poor

BODY:

Enough of kinder and gentler. The nation is casting a cold eye on traditional notions of government "compassion" for poor people. As a result, Democrats' presidential hopes may depend on their abilities to promise more sternness toward some of the poor. And many Republicans, despite their antistatist stance, seem more ready than most Democrats to base anti-poverty policy on strong government.

There is an emerging consensus that government has an interest in, and a right to attempt, behavior modification among those who are sunk in dependency on public assistance. So there is a need to know more about what government can legitimately do to nurture in citizens the character traits requisite for personal independence. There is a less sentimental and less politically timid assessment of what constitutes "caring." Americans are returning to the Victorian distinction between the "deserving" and "undeserving" poor. The deserving work and are decent parents, having only children they can and will care for.

Many states are implementing or contemplating laws to make some entitlements contingent on comportment. On the principal that entitlements from the community entail obligations to the community, welfare benefits may be linked to work requirements. Unwed teenage mothers receiving benefits may be required to live with parents and stay in school. Some stipends are not increased for additional children born to mothers already on welfare, or may be cut if a recipient misses parent-teacher meetings. A frequently truant teenager can cause family's payment to be cut. Arkansas's Gov. Bill Clinton's "personal responsibility agenda" includes a bill revoking drivers' licenses of students who do not maintain C averages.

Such laws are difficult to administer and easy for unsympathetic bureaucracies to sabotage. They also raise thorny questions, such as: Is it sensible to assume that parents can control teenagers? Does one risk increasing child abuse and other domestic violence by providing financial incentives for teenage parents to marry? Does this "new paternalism" or "moralistic, strong government conservatism" rest on a fallacy to which some conservatives are



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TITLE: Loss of family values is nation's biggest problem, Gov. Clinton says
BYLINE: Mark Oswald
EST. PAGES: 1
* DATE: 08/11/89
DOCID: AG326497
SOURCE: The Arkansas Gazette; AG
SECTION: NEWS; PAGE: 4B
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6423

The deterioration of traditional family structures for child-rearing not drugs is the country's biggest problem, Gov. Bill Clinton said Thursday.

Efforts to improve the economy and the educational system will be undermined if ways aren't found to raise healthy children who can get straightened out after they get in trouble, the governor said.

Clinton made his remarks to the 17 circuit-chancery judges he appointed recently to oversee the state's new juvenile justice system. The judges, who took office Aug. 1, were in the middle of a three-day training conference at the Riverfront Hilton in North Little Rock.

He urged the judges to do their jobs with "love and discipline."

"You can have the best economic system, you can have the best educational system in the world, but if children cannot be born healthy and reared and grow up safe and productive, capable of learning, able to somehow be straightened out if they go wrong, then this system is going to have great failures," Clinton said.

'World's greatest country'

It would be ironic if "the world's greatest country" declined because "we couldn't raise children in a constructive way," he said.

"The pure economic imperatives sooner or later are going to force us to try to get internationally competitive in education," Clinton said, "but I am worried that still we will not be able to deal with" the home foundation and child-rearing continuing to crumble.

* Clinton said he has tried to address the problems of young people in the new juvenile court system and a new juvenile code and laws
* that strengthen truancy penalties, child support agreements and penalties for drug-dealing near schools.

* Clinton said he's received complaints about a new law that prohibits students from taking beeper paging devices onto school grounds. (Beepers sometimes are used to make drug deals.)

Parents of wealthy students have objected because their children use beepers to set security devices on the cars they drive to school. "I drove a car you couldn't pay anybody to steal," the governor said.

He said he had told the parents they needed to buy their children a worse car because the fight against drugs was more important.

Two delegates to Boys State this year had given him telephone numbers for beepers used in drug sales, Clinton said.

TITLE: Clinton arrives, ready to lead Democratic Council
BYLINE: John Reed
EST. PAGES: 2
* DATE: 03/23/90
DOCID: AG354421
SOURCE: The Arkansas Gazette; AG
SECTION: NEWS; PAGE: 1B
ORIGIN: NEW ORLEANS
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NEW ORLEANS Gov. Bill Clinton arrived here Thursday evening for the annual meeting of the Democratic Leadership Council, which will formally elect him chairman Saturday.

Clinton will make the final speech at the two-day meeting that will attract most of the Democratic Party's brightest national stars. Jesse Jackson will immediately precede Clinton at the podium Saturday.

Sen. Sam Nunn of Georgia is the outgoing chairman.

Clinton said in an interview that the council had two main reasons for asking him to be the first governor to be chairman. The first is to mobilize a broader base of elected officials governors, legislators and mayors, for example. Democrats managed to prosper at the local level even during the years of popularity for Presidents Reagan and Bush, he said.

The council will try to "build a better partnership" between those local officials and Democrats in Congress, he said.

The second purpose is to set out "real things we stand for" because too many voters don't have a clear grasp of the Democratic Party's goals, he said.

-  A proposed platform for the council sets out those goals for the 1990s. The education goals are familiar to Arkansans because Clinton has pushed them through the legislature. They include giving parents more control over where their children go to school, holding parents accountable for their children's truancy, giving people more incentives to become teachers and ensuring that children spend more time in school.

The governor was accompanied to New Orleans by about a dozen Arkansans, including seven legislators.

He invited them, he said, as part of his effort to expand the council to appeal to grass-roots Democrats at the state and local levels.

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